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ABSTRACT

This third annual report describes implementation of the Job Opportunities and Basic Skills (JOBS) program in Ohio. Part I is a synthesis of findings, conclusions, and recommendations based on information obtained in 15 demonstration counties. Chapter 1 provides background on historical development of assistance programs in the United States and Ohio. Chapter 2 describes enrollment, orientation, and assessment procedures. Information from the first 2 years of the study is incorporated to show changes in the processes; reasons for changes are discussed. Chapter 3 considers relationships between JOBS programs and agencies with which these programs cooperate. It is organized by the major components to which clients can be assigned. Other sections discuss employers' experiences hiring JOBS participants and examine relationships between JOBS and the Job Training Partnership Act. Chapter 4 presents conclusions and recommendations. Part II presents summary descriptions of the implementation of the JOBS program in the 15 counties. Each summary describes major characteristics of the county; structure of the program together with changes that occurred in structure or staffing from the prior visit; and enrollment, orientation, and assessment procedures and factors that are considered when assigning clients to components. Each major component of the JOBS program is discussed, the nature of the relationships between JOBS and the cooperating agencies is addressed, and those features of the implementation in that county that had the most lasting impact on project staff's perceptions of the county are highlighted. (YLB)

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- the quality and outcomes of education and training for employment
- the quality and nature of partnerships with and between education, business, industry, and labor
- opportunities for disadvantaged and special populations to succeed in education, training, and work environments
- short- and long-range planning for education and training agencies
- approaches to enhancing economic development and job creation

IMPLEMENTATION OF THE JOBS PROGRAM IN OHIO: A PROCESS STUDY

THIRD ANNUAL REPORT

By

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Columbus, Ohio 43210

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FOREWORD

This is the third of three annual process reports on the implementation of the Job Opportunities and Basic Skill Training Program (JOBS) in Ohio. This report focuses on the fiscal year that began in July 1990 and ended in June 1992, and information from previous years is included where pertinent.

This report was prepared for the Ohio Department of Human Services (ODHS) under a subcontract between the Center on Education and Training for Employment and Abt Associates, Inc. Abt is the prime contractor for a five-year evaluation of the implementation of JOBS. Our Center is working with Abt to conduct the process and qualitative analysis of the overall evaluation.

The Center staff members who produced this report were Dr. Morgan Lewis, who directed the project, Ms. Paula Kurth, who participated in the data collection and writing of the report, and Ms. Mary LaBelle, who served as project secretary.

Dr. Lewis and Ms. Kurth have asked me to express their appreciation to several people who contributed to this report. Dr. Chris Hamilton of Abt Associates is directing the total evaluation. He has provided advice and support throughout the project, including a most helpful review of this report. Dr. Kevin Hollenbeck, Upjohn Institute for Employment Research, also reviewed the report and made many suggestions for its improvement. Dr. Hollenbeck served as the first director of the process analysis and prepared the first annual report before accepting an offer to join the Upjohn Institute.

Additional reviews were conducted by staff of the Office of Family Support and JOBS in ODHS. Ms. Ellen Seusy coordinated this review and contributed her own suggestions for the report. The JOBS administrators in the 15 demonstration counties discussed in this report also had the opportunity to review and comment on the summaries of JOBS implementation in their counties. If despite all these reviews errors still remain, the authors accept sole responsibility.

The cooperation of the JOBS administrators and their staff was crucial to the collection of the information presented in the report. On behalf of all the Center staff who have worked with them, I wish to express our appreciation for their fine cooperation and helpful responses to the many requests we made of them.

Ray D. Ryan
Executive Director
Center on Education and
Training for Employment

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

This is the third annual report of the process analysis of the implementation of the Job Opportunities and Basic Skills (JOBS) training program in 15 demonstration counties in Ohio. The objectives of this analysis were as follows:

- To provide a general description of the activities that comprise the JOBS program.
- To relate county-by county variation in performance to process or contextual factors.
- To provide recommendations about how program improvements might be accomplished.

This report emphasizes information obtained during the third year of this evaluation, Fiscal Year 1991, from July 1990 through June 1991. Since this is the third annual report of this study, we integrate the findings we have presented in the previous two reports and state the conclusions we feel are most supported by the three years of data collection.

The information for the third year is based on site visits to each of the demonstration counties during June and July of 1991. During these visits, and those in prior years, project staff conducted interviews with key staff of the JOBS programs and the senior administrators of the County Departments of Human Services (CDHS), with JOBS participants, with representatives of community agencies that cooperate with JOBS, and with employers who have hired JOBS clients. In addition, staff observed the actual operations of the programs including information sessions, assessment interviews, Job Clubs, community work experience (CWEP) placements, educational and training classes, and job placements. Finally, staff also reviewed case files.

Since this is the last of the annual reports, we also present observations about how clients respond to different types of assignments. These observations have implications for the long-term effects of JOBS. The process study, however, was not intended nor designed to examine these effects directly. Determining how participation in JOBS affects ADC recipients is the responsibility of the impact and qualitative analyses. Nevertheless, our visits to the counties provided many opportunities to interact with a purposively selected, nonrepresentative sample of clients to obtain their experiences and opinions as well as the experiences and opinions of JOBS and other agency staff who work everyday with these clients. We draw upon these opportunities to present observations that are best thought of as suggestions for hypotheses to be tested with more extensive data collected from representative samples of participants.

The report is divided into two parts. Part I represents a synthesis of the findings, conclusions, and recommendations based on the information obtained in all 15 counties. Part II presents summaries of the implementation in the separate counties. Since this is the final annual report, we have expanded these summaries to reflect the implementation over the three years of the process analysis. The major conclusions and recommendations of this analysis are listed below.

Conclusions

Overall Conclusion: JOBS has been implemented in each of the 15 demonstration counties. The major factors affecting the degree of implementation appear to be the number of welfare recipients in the county and the support the program receives from the county director and managers of other divisions in the CDHS.

Conclusion 1:

Program staff have put major emphasis on enrollment, and as best we can judge, they are bringing in almost everyone who should be enrolled. In some counties, however, a shortage of staff has resulted in a fairly large backlog to be enrolled.

Conclusion 2:

Orientation provides the essential information about JOBS to clients, but in most counties the manner in which the information is presented does not portray the program as an opportunity to improve one's life.

Conclusion 3:

Prior education and work experience are the main characteristics considered in assigning clients to components. Assignments generally are appropriate to the clients' characteristics and preferences.

Conclusion 4:

Communication between IM and JOBS is usually good on routine referrals and work allowances. Requests for notification of intention to sanction do not receive prompt attention in most counties and represent a major source of aggravation to both IM and JOBS staff.

Conclusion 5:

Our county visits suggest that because of poor tracking and monitoring systems there are hundreds of clients assigned to CWEP and many assigned to E&T, particularly in the large counties, who are receiving work allowances but not fulfilling their assignments. These clients represent a waste of resources, a weakening of the potential of the JOBS program, and could reduce public support for the program.

Conclusion 6:

We expect that clients who complete post-high school training while enrolled in JOBS are the most likely to become self-sufficient, but this may be a result of personal characteristics of these clients and not an independent effect of participation in JOBS.

Conclusion 7:

Many clients assigned to ABE/GED would not have entered these classes if they had not been assigned to them by JOBS. We do not think participation in ABE/GED by itself will increase the opportunities for employment of JOBS participants unless it is followed by additional skill or postsecondary training.

Conclusion 8:

Very few ADC-R recipients obtain jobs through Job Club. Most of these clients are unwilling to take the jobs available to them because of the low wages and lack of health insurance. Clients are aware of transitional coverage, but know that this lasts only one year.

Conclusion 9:

CWEP is providing positive work experience for those clients who report to their assignments. In some cases, these assignments have led to regular employment. Improving reporting rates to CWEP sites, or at a minimum, stopping work allowance to those clients who do not report are the areas that most need improvement in the current operation of JOBS. These improvements can only be achieved with a well operated tracking system that generates accurate and timely information on the extent to which clients fulfill their assigned activities.

Conclusion 10:

The restrictions and administrative difficulties of the Subsidized Employment Program have caused most counties to avoid using it. The subsidy does not appear to offer a strong incentive for employers to hire JOBS clients.

Conclusion 11:

JOBS and JTPA perform very similar functions and can be integrated if both parties desire it. Under the present JTPA performance standards, however, only the more job-ready JOBS clients can be enrolled if JTPA is to be successful in meeting these standards.

Recommendations

RECOMMENDATION 1:

Improve tracking and monitoring systems to provide timely information on whether clients are carrying out the activities they agreed to in their employability plans.

RECOMMENDATION 2:

Examine the feasibility of a case management system where the same staff member retains responsibility for all JOBS-related activities with a client from initial interview through exit from the program.

RECOMMENDATION 3:

Consider the feasibility of assigning to JOBS Staff the responsibility to issue notifications of intention to sanction (Form 4065).

RECOMMENDATION 4:

Provide for case management services in contracts with providers.

RECOMMENDATION 5:

Develop guidelines for assignment of clients to components based on identified characteristics of the clients.

RECOMMENDATION 6:

Develop guidelines for monitoring the progress of clients assigned to E&T. Require reasonable progress toward a defined goal to continue this assignment.

RECOMMENDATION 7:

Explore ways to foster community advice and involvement in the conduct of JOBS.

PART I

PROCEDURES, FINDINGS, AND RECOMMENDATIONS

CHAPTER 1

JOBS AND THE PROCESS STUDY

This report is the third of three annual reports on the implementation of the Job Opportunity and Basic Skills Training program (JOBS) in Ohio. These reports present the process analysis component of an overall evaluation, which will cover a five-year span. The process analysis is intended to gauge the extent to which the administrative process--i.e., the functioning of the individual parts of the program--contributes to the achievement of programmatic objectives. Because of Ohio's county-administered, state-supervised system for ADC, the focus of the process analysis is necessarily aimed at the County Departments of Human Services (CDHSs). These agencies are responsible for translating the regulations into an actual program that must meet the needs and expectations of clients, service providers, employers, the Ohio Department of Human Services (ODHS), the federal Department of Health and Human Services, legislators, and, ultimately, taxpayers.

This chapter presents a brief overview of work programs for recipients of public assistance in the nation and Ohio. (For a more detailed discussion, see *Implementation of the JOBS Program in Ohio: A Process Study. First Annual Report.*) The process study objectives and methods are also discussed.

Overview of Welfare-to-Work

The JOBS program is the result of the latest legislation affecting the Aid to Families with Dependent Children program, known in Ohio by the acronym ADC, a carryover from previous legislation that did not include the word "Families" in its title. ADC was created in the 1930s as part of the New Deal and was intended to be a short-term measure to help states and localities through the crisis of the Great Depression (Shephard and Voss 1978). Until that time, state and local authorities had provided assistance. The overwhelming financial needs, coupled with a shortage of funds, necessitated that provisions for support of dependent children be included in the Social Security Act of 1935 (Clarke 1957).

A number of revisions have been made to this Act that have broadened its range of coverage. Originally designed to cover children whose fathers were either deceased or disabled by enabling the mother to remain in the home to care for them, ADC now provides coverage for families financially unable to provide for their children. As coverage has broadened, ADC has experienced a decreasing level of popular support.

Gueron and Pauley (1991) discuss some of the reasons underlying the erosion of support. These include the large increase in the number receiving this assistance, the changes in the characteristics of recipients and in women's work patterns, and the existence of a minority of recipients who receive assistance for long periods, which in some cases leads to intergenerational transfer of dependency status. A program that was originally intended for poor widows now principally serves women who are divorced, separated, or never married. Most people feel it is the fathers of the children of these women who should support them, not society in general. The increased participation of women in the workforce, including the participation of women with very young children, has weakened support for assisting mothers to stay at home to care for their children. The increased numbers of welfare recipients and the development of a subgroup of long-term recipients have led to concerns that our policies are contributing to the problems they were designed to alleviate. This argument was presented most persuasively by Charles Murray (1984) in *Losing Ground: American Social Policy 1950-1980.*

In response to these concerns, a succession of legislation in the 1980s gradually increased the eligibility requirements states could set for public assistance. The Omnibus Budget Reconciliation Act of 1981 made it possible for states to require ADC recipients to provide some type of community service in return for cash assistance. This was an extension to ADC of requirements that had existed for many years under state-funded General Assistance programs. In 1985, the Food Security Act established the Food Stamp Employment and Training program (FSET). This program required food stamp recipients to register for work or to enter training if they were unable to find employment.

Ohio Work Programs

With the passage of the Omnibus Budget Reconciliation Act in 1981, the state of Ohio passed legislation to mandate work programs for ADC clients. Due to funding limitations and other constraints, implementation was conducted a few counties at a time: five as pilot counties in 1983, followed by three in April 1984, 10 in June 1986, and 11 in 1987. In three of these last 11 counties, the Ohio Work Programs were only partially implemented because of funding limitations. In January 1989, these three counties were fully funded and, with 12 other new participating counties, were designated as the 15 demonstration counties being studied by this research effort. In 1988, when the demonstration was being planned, the Family Support Act was passed. In July 1989, the 42 counties with existing work programs were designated as JOBS programs. The remaining counties began JOBS in three cohorts so that by July 1991 all 88 counties in the state were operating JOBS programs.

The JOBS program is administered by the Work and Training section with the Bureau of JOBS in the Office of Family Support and JOBS of the Ohio Department of Human Services (ODHS). The program was initially, and generally continues to be, comprised of four activities that include the following:

- Education and Training (E&T). Clients attend approved education or training programs that are determined to be a necessary component of the client's plan for securing employment. The education and training programs provide clients the opportunity to learn new skills, to retrain for new occupations, to upgrade current skills, or to receive remedial or basic education to prepare for employment.

- Community Work Experience Program (CWEP). Clients are placed with a public or nonprofit agency employer to perform public service in exchange for their cash assistance. The intent of CWEP is to give clients an opportunity to develop employability skills and receive training and work experience.

- Job Club. Clients attend structured training programs to learn the skills and strategies involved in finding and applying for jobs and carry out a supervised job search.

- Subsidized Employment Program (SEP). Clients are hired directly by public, nonprofit, or private-for-profit employers and receive the normal compensation for the job that they hold. The employers, however, receive a cash subsidy from the state that is paid in lieu of the clients' cash assistance.

Under previous Ohio work programs, employable ADC and GA clients and food stamp recipients were required to participate in these components. ADC clients considered employable originally included those with no children under the age of six and heads of ADC-U cases. Other ADC recipients could volunteer to participate. Exemptions could be made for medical or family situations that required the client to remain at home.

As ODHS considered expanding the work programs to the remaining counties in the state, it implemented several important modifications to the program. These modifications were designed to (1) encourage more ADC clients with younger children to volunteer to participate, so that they could receive the benefits of participation; (2) increase the incentives for participation, principally by offering a $25.00 per month work allowance and a one-year extension of child care and medical benefits after cash assistance stops; and (3) encourage teenage recipients to complete their high school education (or equivalency). Ohio received waivers from the federal government to implement these modifications. The state program that resulted from these modifications was called Transitions to Independence and its three components were called Fair Work (the mandatory program), Work Choice (the voluntary program), and Project Learn (now called LEAP), for teenage recipients without a high school diploma or equivalency.

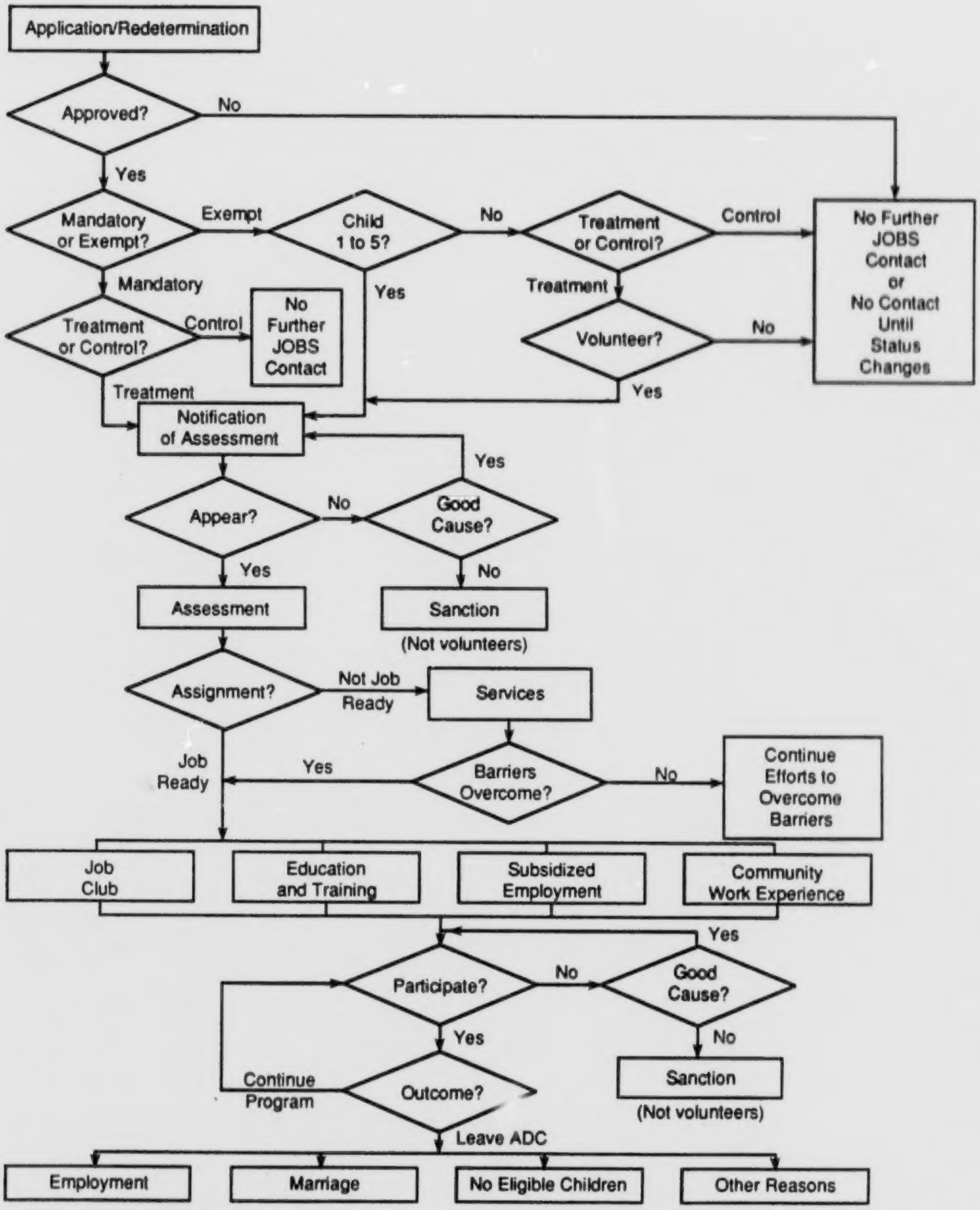
Before Transitions to Independence could be implemented in all counties across the state, new federal legislation, the Family Support Act of 1988, was passed and consequent regulatory changes were implemented. These changes significantly altered the Fair Work and Work Choice programs. During the time the federal regulations for JOBS were being written, Ohio implemented its Transitions to Independence program. When the rules for JOBS were finalized in early 1989, ODHS wrote its state plan for JOBS such that the 42 counties that were operating Fair Work were to begin implementing JOBS as of July 1, 1989. Franklin County was granted an exemption to postpone the enrollment of ADC-R clients until January 1991.

JOBS differs from Transitions to Independence in five ways. First, since April 1990, the child care guarantee and the extended medical benefits are provided to all ADC clients who leave the rolls because of unsubsidized employment, not just Work Choice participants. Second, JOBS focuses on three target groups: long-term recipients, those with no significant employment experience, and young mothers without a high school diploma. Third, JOBS places increased importance on education and training and decreased emphasis on CWEP, and has added job development. Clients who do not possess a high school diploma or general equivalency diploma are encouraged to attend GED classes. Fourth, a testing requirement has been added to the mandatory assessment of clients. Fifth, between July 1, 1989 and June 30, 1991, all ADC-R recipients with children ages one to five had to be informed of the program, assessed, and provided an opportunity to volunteer, even though they were not required to participate. In July 1991, Ohio lowered to three the child age requirement for mandatory participation: mothers with children three years of age and older were required to report for assessment and assignment, unless found for a legitimate reason to be exempt. This change brought Ohio into accord with the ages for mandatory participation set in the Family Support Act.

The Overall Evaluation

The overall evaluation effort consists of four studies: impact analysis, cost-benefit analysis, process analysis, and qualitative analysis. Abt Associates is conducting the impact analysis and the cost-benefit analysis. The Center on Education and Training for Employment, under subcontract to Abt Associates, is conducting the process analysis and the qualitative analysis. To provide a perspective on the inter-relationships of the studies, figure 1.1 is reproduced from the second annual report. This figure gives an overview of the normal processing of clients in the JOBS program, as well as the experiences of clients who were assigned to the control group in the 15 demonstration counties. Assignment to the control group was stopped in December 1990 for all the demonstration counties except Franklin. In January 1991, Franklin began to require ADC-R clients to participate in JOBS; prior to 1991 in Franklin only ADC-U, GA and food stamp clients had been required to participate.

The diamonds in figure 1.1 represent the many decision points that determine if clients are eligible for ADC, if they are mandatory or exempt from participating in JOBS, and if they are in the treatment or control groups. All mandatory clients not assigned to the control group, must report to be informed about the program (orientation) and to be


Application/Redetermination
Approved?
No
Yes
Mandatory or Exempt?
Exempt
Child 1 to 5?
No
Treatment or Control?
Control
No Further JOBS Contact or No Contact Until Status Changes
Mandatory
Yes
Treatment
Treatment or Control?
Control
No Further JOBS Contact
Volunteer?
No
Treatment
Yes
Notification of Assessment
Yes
Appear?
No
Good Cause?
Yes
No
Assessment
Sanction
(Not volunteers)
Assignment?
Not Job Ready
Services
Job Ready
Yes
Barriers Overcome?
No
Continue Efforts to Overcome Barriers
Job Club
Education and Training
Subsidized Employment
Community Work Experience
Yes
Participate?
No
Good Cause?
Yes
No
Continue Program
Outcome?
Sanction
(Not volunteers)
Leave ADC
Employment
Marriage
No Eligible Children
Other Reasons

NOTES: All ADC-R with children 1 to 5 years of age who are exempt from JOBS must be assessed whether or not they volunteer to participate.

Figure 1.1 Ohio JOBS Evaluation Client Flow in Demonstration Counties

assessed for participation[1]. If they are found to be capable of participating (job ready), they discuss their occupational preferences with the assessment interviewers and, with the assistance of the interviewers, develop plans for obtaining the kind of jobs they would like. These plans include assignment to the program components that are most suitable for their plan. Mandatory clients who do not report for orientation/assessment or to the component to which they are assigned may be sanctioned by having their ADC grant reduced for a specified period of time.

Impact Analysis

The purpose of the impact analysis is to examine the effect of participation in JOBS and, in Montgomery County, Work Choice. The outcomes to be analyzed emphasize employment and earnings, ADC benefits, and recidivism, and will also examine education, living arrangements, family formation and stability, and subsequent births. The impact analysis for JOBS is based on the experimental design implemented in the 15 demonstration counties, in which 90 percent of the caseload are required to participate in the work programs, and 10 percent receive those services that otherwise would be offered in the absence of the Ohio JOBS Program. The analysis for Work Choice will be based on the experiment in Montgomery County only.

The information being used to analyze impact comes mainly from administrative data sources, including the Client Registry Information System (CRIS), food stamp administrative information, Medicaid Management Information System (MMIS), and wage records from the unemployment insurance system. Additional information on education, living arrangements, and family formation will come from surveys of participants.

Cost-Benefit Analysis

The cost-benefit analysis seeks to determine if the programs are improving the economic well-being of participants and if they will reduce the cost of ADC, Medicaid, and food stamp benefits to Ohio and the federal government. Included among the costs of the program are its administration and all expenses associated with providing service to the treatment clients that are not provided to the controls. Savings are being examined by comparing ADC, Medicaid, and food stamp benefits for treatments versus controls.

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[1] The flow for Work Choice in Montgomery County was similar except only half of the clients with children ages one to five had to report for orientation/assessment. These clients were given the opportunity to volunteer to participate in the program, but were not sanctioned if they chose not to. In April 1990, the experimental treatment of the Work Choice clients stopped when all clients began receiving extended benefits and being notified to appear for orientation/assessment.

Additional savings are anticipated through increased tax payments by recipients who become employed and through the value of work performed by Community Work Experience Program (CWEP) participants.

Process Analysis

The process analysis component of the evaluation is gauging the extent to which the process--that is, the functioning of the individual parts of the programs--is contributing to the achievement of the goals of the JOBS programs. The focus of the process analysis is on county departments of human services (CDHSs). These agencies are responsible for translating the state's regulations into programs that meet the needs of clients as well as satisfy the expectations of ODHS, employers, and the community.

The third and final year of the process analysis is the subject of this report. Its objectives and procedures are described below in the section, Process Study.

Qualitative Analysis

The purpose of the qualitative analysis is to gain insight into the mechanisms by which the JOBS program affects the behavior and attitudes of clients. The types of outcomes being examined include motivation, aspiration, attitudes about self, locus of control, living arrangements, education, and effects on children.

The study is being conducted through case studies and focus groups in selected demonstration counties and a follow-up survey of clients who participated in the JOBS program or were assigned to the control group. Intensive case studies of clients are being conducted over a 3-year period. These clients are moving into, through, and beyond the program and their attitudes and concerns are being monitored through telephone and in-person interviews. In addition to the case studies, focus groups are being held with cohorts of program leavers--with both positive and negative outcomes--to examine the process of leaving ADC and the effects of this event on feelings of self-esteem, locus of control, and occupational expectations.

The first follow-up survey was conducted from late October 1991 through mid-March 1992 with representative samples of participants and control group members from both JOBS and Work Choice. The focus of the surveys was the participants' experiences in the programs, including the various components, and in any employment they entered on their own or as a result of participating in the programs. Control group members were asked about any education, training, or employment experiences they obtained without the assistance of the program.

The Process Study

The process analysis component of the overall evaluation study examines the procedures used to implement JOBS and whether or not they contribute to the achievement of its goals. The objectives of the process analysis are as follows:

- *To provide a general description of the activities that comprise the JOBS program.* Part of each report describes program implementation. Information is provided on how counties organize and staff their work programs, on how the individual components are operated, on how CDHSs cooperate or link with external resources, and on how clients perceive the program. Counties obviously differ along many dimensions. For example, urban counties are more densely populated and generally have better public transportation and more available jobs than rural counties. To the extent that such systematic differences exist and affect program operations, they are documented.

- *To relate county-by-county variation in performance to process or contextual factors.* To attain this objective, the operation of the JOBS program in the 15 demonstration counties was observed annually, as was the operation of Work Choice in Montgomery County. The observation of program components and gathering of information from various individuals provided a base from which to begin to make inferences about the effects of various factors on performance. Because of the small sample sizes, however, these inferences must be tested statistically with the more extensive data of the impact and qualitative studies.

- *To provide recommendations about how program improvements might be accomplished.* In the parlance of evaluation, the process analysis involves a formative as well as a summative evaluation. As various programs were observed and as county performance was related to causal factors, the key factors that facilitate more effective program management in other counties were identified and reported[2].

During the third year of the process study, each of the 15 counties was visited for a minimum of two days. The first day was typically spent interviewing CDHS staff, observing orientation and assessment, interviewing the clients who were assessed, and examining client records. The second day was used to interview providers of component services, clients assigned to these components, employers, and the director of the JTPA agency.

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[2] In the first and second annual reports, performance data from CRIS was summarized and reported. Due to problems caused in the conversion from CRIS to CRIS-E, it was not possible to access these data for this report. In addition, ODHS has developed an internal CRIS analysis capability that provides many of the same types of data presented in the previous reports.

During each CDHS visit, key staff were interviewed. These interviews usually included the CDHS director if he or she were available. Sometimes the director designated an alternate to take part in the interview. In all counties, the following individuals were interviewed: the JOBS administrator, assessment staff, component supervisors, and income maintenance unit administrator. Orientation, testing, and assessment processes were observed, and clients whose assessment interviews were observed were interviewed. In each of the 15 counties, the records of at least 15 ADC (10 active and 5 closed) recipients involved in the JOBS program were reviewed to gauge the time lines typically occurring as they proceeded through the process.

Interviews were also conducted with representatives of agencies providing services to the JOBS program and employers who hired JOBS participants. Attempts were made in each county to interview representatives of CWEP, Job Club, E&T, SEP, and employers who hired former clients into unsubsidized jobs. Some counties had no SEP contracts and were unable to nominate a SEP employer. At each of the sites visited for these interviews, a request was made to interview a present or former JOBS participant. If such a participant were present when the site was visited, these requests were always honored. During the third year of the process study, interviews were also conducted with the director of the JTPA agency serving the county.

Due to the way they were identified--nomination by the JOBS administrators--the service providers and employers who were interviewed may have had more positive experiences with the JOBS programs than other similar agencies and employers in their communities. It is likely that JOBS administrator nominated individuals with whom their programs have had good relationships, not those with whom they have had problems, if any such exist. The client interviews that were conducted during the provider and employer visits are also likely to have a positive bias. The clients interviewed were those who were attending their assigned components or had become employed. Clients who did not report to their assignments or obtain employment were not represented. The inherent selectivity in the way those who were interviewed were contacted should be kept in mind when considering the findings presented in this report.

Organization of the Report

This report is divided into two parts. Part I provides an overview of JOBS implementation and is divided into four chapters, of which this is chapter 1. Intake and assessment, the procedures by which clients are bought into the program, are discussed in Chapter 2. These include the methods used to identify participants, notify them that they must participate, present an orientation to the JOBS program, conduct testing, and develop an employability plan (an occupational goal and the activities and services to achieve that goal), and conduct periodic reassessments to determine if the goals of the plan are being achieved. Chapter 3 deals with the components of the program and their relationships in the community. The experiences and opinions of individuals in agencies and organizations providing education and training, Job Club, subsidized employment, and community work experience are presented as are those of clients participating in these components. A section of this chapter describes relationships between JOBS and JTPA in the demonstration counties. The experiences of employers who have hired JOBS participants are also examined. Chapter 4 presents conclusions and recommendations that emerged from the information gathered.

Part II of this report consists of separate reports for each of the 15 demonstration counties of the information gathered and impressions formed by the CDHS and community visits. Each county report includes the information that is summarized for all of the counties in Chapters 2 and 3. A general overview of the county is first presented, followed by a description of the orientation/assessment process, program components, and community relationships. Each county summary concludes with a section labeled "impressions," that notes those features of the county that were most distinct in our observations. These comments are, in other words, the things about the individual counties that seem to us to warrant special mention.

CHAPTER 2

ENROLLMENT, ORIENTATION, AND ASSESSMENT

Enrollment, orientation, and assessment are the initial processes of the JOBS program. Enrollment ensures that those required to participate in JOBS are referred to the program and scheduled for orientation and assessment. Although a little information about JOBS is provided when individuals apply for public assistance, orientation provides the first in-depth explanation[1]. As the first major exposure to the program, orientation has the potential to set a tone and shape clients' attitudes toward participation. Assessment, including testing and interviewing, is conducted to determine the best course of action to be used in assisting the client to obtain employment. The extent to which the plans developed during assessment are feasible and responsive to the clients' interests and objectives can have a major influence on their success in the program.

This chapter describes enrollment, orientation, and assessment procedures as practiced during the third year of the study. Information from the first two years of the study is incorporated to show changes in the processes, and the reasons for these changes are discussed.

Intake

The Income Maintenance (IM) Unit is the division with the County Department of Human Services (CDHS) responsible for accepting initial applications and determining continuing eligibility for public assistance. One aspect of this function is to determine if the applicants meet the criteria for participation in JOBS. Those who must take part are informed of this requirement and in few counties, are given a state-supplied information brochure on JOBS. Why this brochure is so rarely provided is not clear. When IM supervisors were asked if information about JOBS was provided at intake or redetermination, they often were uncertain whether it was or not. Most IM workers inform JOBS clients they will receive an appointment letter and stress the importance of keeping the appointment. In some counties, clients who must take part in JOBS sign a Rights and Responsibilities form regarding the program at IM intake.

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[1] The Ohio Department of Human Services and some of the county departments do not use the term "orientation." We use the term to cover the process of informing clients of the components of JOBS and their rights and responsibilities under the program. This process is called "group informing" in some counties.

Once it has been determined which clients must participate in JOBS, information on these clients is forwarded to the JOBS staff. In 12 of the 15 demonstration counties, IM makes these referrals directly. In the remaining three counties (Montgomery, Summit, and Seneca), referrals are made through a 6802 form issued by the Ohio Department of Human Services. Table 2.1 lists the counties by number of ADC cases in June 1991. Note that Montgomery and Summit rank second and third, respectively, and Seneca ranks tenth.

The general pattern is for the counties with the most ADC cases to use 6802 referrals and the counties with fewer cases to use direct referral. (CRIS-E is used in those counties where conversion is completed.) The administrators in Montgomery and Summit say direct referral is not feasible, but Franklin, with the most cases, uses direct referrals and Seneca, among the counties with relatively low numbers, uses the 6802. Franklin's use of direct referrals is a carryover of practices begun when its JOBS program was serving only ADC-U and General Assistance clients. In January 1991, Franklin began to enroll ADC-R, but at the time of the 1991 site visit, JOBS was still receiving direct referral. In Seneca, we think the use of the 6802 reflects the limited integration of JOBS into the overall CDHS operations in this county. The situation in Seneca is discussed in that county's summary in Part II.

The review of case files, discussed next, did not indicate that direct referrals led to quicker receipt of the cases by the JOBS program. Nor, surprisingly, were there much quicker referrals in the small counties that processed only a few hundred clients.

For the 15 demonstration counties, the average number of days that elapse between IM intake and the receipt of referral by JOBS is presented in figure 2.1 together with the average number of days between subsequent main steps in the processing of clients. The information in the figure was derived from examination of 10 active and 5 closed JOBS files in each of the 15 demonstration counties. Active files were those of clients who were participating in JOBS at the time of the site visit. Closed files were those of clients whose JOBS participation had ended[2]. Although not all of the files contained all the information that was sought, sufficient data were present to calculate the averages shown in figure 2.1.

Figure 2.1 shows the average number of days between the main steps of the JOBS process. These averages include the number of days prior to the first completed action for each step. For example, bar A indicates that an average of 106 days elapsed between IM intake and receipt of the referral in the JOBS office for the active files examined. This includes an eight-day period before the first referral was received by any of the county JOBS programs, which must be included in calculating the average. The eight-day period, then, is the bottom of the range of days required for this step of the process and 281 days is the top of the range. The range is depicted by the |-------| line.

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[2] The closed files were examined primarily to determine the main reasons clients leave JOBS, not to calculate average duration in the program. They could not yield representative information on duration because by leaving the program during the period of the process analysis they would be defined as "early leavers."

TABLE 2.1

METHOD OF REFERRAL TO JOBS BY NUMBER OF ADC CASES IN JUNE 1991

County	Method of Referral	ADC Cases 6/91
Franklin	Direct	23,561
Montgomery	6802	14,240
Summit	6802	12,455
Stark	Direct	7,689
Trumbull	Direct	5,258
Richland	Direct	2,618
Lawrence	Direct	2,513
Clermont	Direct	2,156
Lake	Direct	1,720
Seneca	6802	1,075
Perry	Direct	934
Brown	Direct	719
Pickaway	Direct	683
Champaign	Direct	462
Wyandot	Direct	194

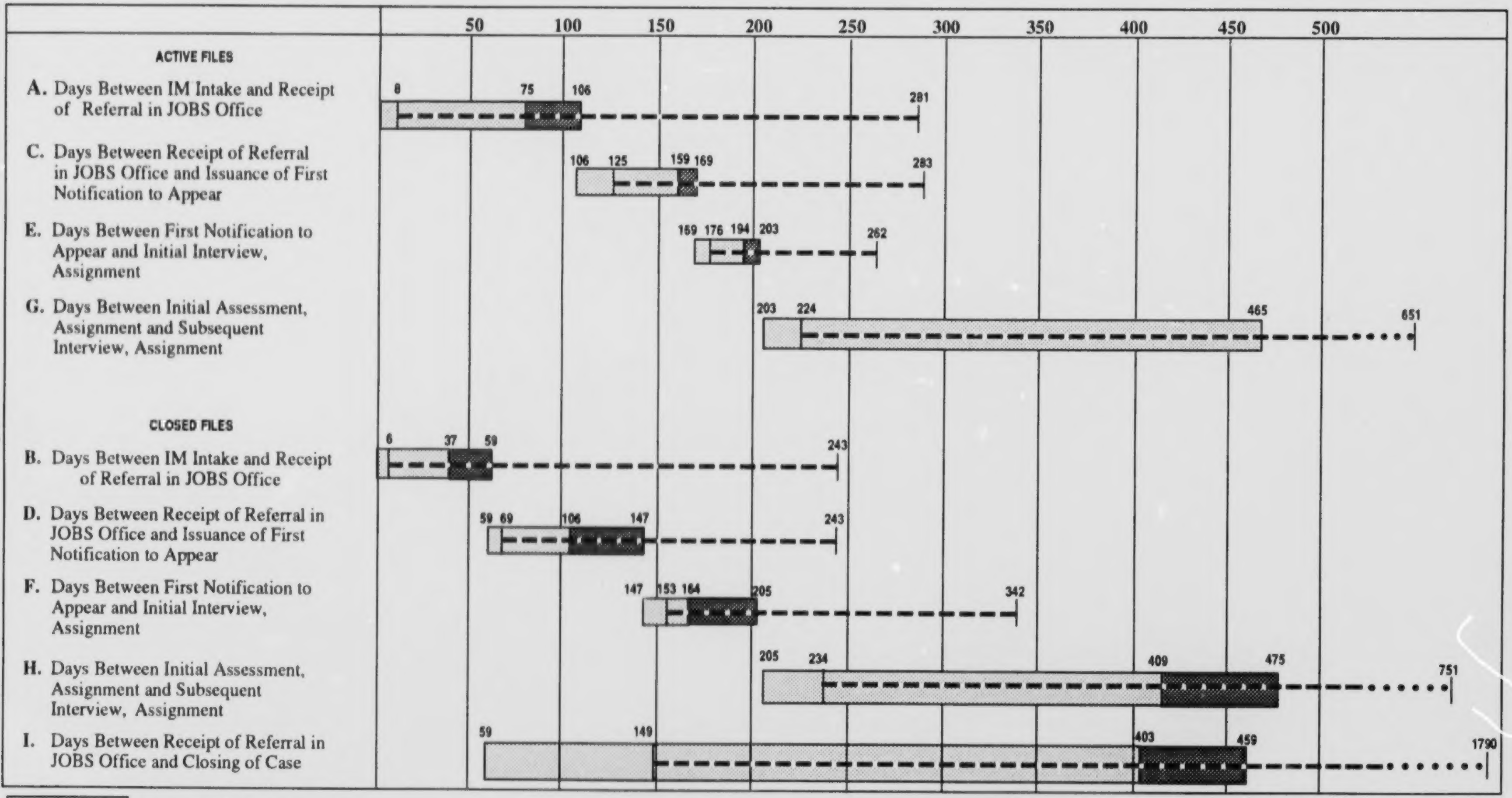

Figure 2.1. Average number of days between main steps in intake, assessment, assignment process.

The large ranges were often caused by one or two clients who apparently "slipped through the cracks" of the separate steps. For example, they were referred by IM but not scheduled for orientation/assessment for several months or, in a few extreme cases, a year or more. These aberrant cases seemed to be random events across the counties. There was, surprisingly, no tendency for them to be more common in counties with large caseloads. Because these cases distorted the averages for their counties, they constitute what statisticians call "outliers." To indicate the influence of the extreme values, another set of averages was computed with the outliers removed. (An outlier was defined as a county whose mean was twice as large as the mean for all counties, calculated with the outliers included.) The number of days by which the averages are increased by the outliers is indicated by the darker area in the bars. Using the number of days elapsed between IM intake and receipt of referral in the JOBS office for active files as an example, the outliers increased that period by 31 days, from 75 to 106 days, or almost half of the average period with the outliers removed.

It was our impression when reviewing the files from which these results were taken that the amount of time between the various steps was shorter in the more recent files than in the older ones. This is to be expected for when the programs started each had large backlogs of clients to enroll. As these backlogs were reduced, the JOBS staff were able to schedule clients who had been more recently referred.

Another impression we formed when reviewing the files was that the closed files reflected clients who were resistant to becoming involved in JOBS. We noticed that in comparison to clients with active files, clients with closed files were less likely to have reported for their assessment interviews in response to their first notification letter, more likely to have received notifications of intention to sanction, and less likely to have reported to the component to which they were assigned. These impressions are supported by the information in figure 2.1. The average amount of time to refer and notify the clients in the closed files (bars B and D) are shorter than those for the active files (bars A and C), but it did take longer to bring the clients with the closed files in for their initial and subsequent interviews (bars F and H).

The final bar (I) refers, of course, only to the closed files. If, as we suspected, these were resistant clients, it appears to take on the average 13 months from initial IM identification of mandatory JOBS participants to the termination of their cases. When the more extreme cases are included, it takes 15 months. Although we thought of these cases as "resistant," of the 75 cases reviewed, only 14 (19 percent) were closed because the clients refused to comply with the requirements of the program. The most frequent reason for termination, 28 cases (37 percent), was employment. Some of these clients never really became involved with JOBS and may have been employed while they were fraudulently receiving public assistance. Their JOBS assignments may have conflicted with their employment, and they reported they had obtained jobs. Another reason for closing, listed in the files of six clients, was moving out of the county. The remaining 27 ADC cases had been closed because their children were no longer of eligible age, they were deleted from a spouse's case, or no reason was listed in the file.

Enrollment

Once IM has finished the initial intake and referral (directly or by 6802) and the referral is received, the JOBS program continues the enrollment process. In all 15 counties, form letters are sent from JOBS to clients who must come in for assessment. In some counties, a background information form is also sent and clients are requested to complete the form and bring it with them to their appointment. In other counties, the form is distributed for the clients to complete while waiting for their appointment.

Figure 2.1 indicates that it took about 50 to 60 days between receipt of referral and issuance of the letter scheduling the orientation/assessment for the clients with active files, and about 50 to 90 days for the clients with closed files. The outliers did not influence the average for active files very much, but almost doubled the average for the closed files. The ranges indicate that a few clients, from both active and closed files, had periods of six months between referral and notification. The time it takes to send out the notifications is shorter in counties with smaller caseloads and becomes shorter as the backlog of clients to be enrolled declines.

Clients are informed in the appointment letters that they must appear or reschedule their appointments. Although some counties in Years 1 and 2 sent out second letters to clients who failed to appear and did not contact JOBS for a rescheduled appointment, this is no longer being done in the 15 demonstration counties. Instead, notifications of intention to sanction are now sent. The fact that clients can still come in, sign a letter of compliance, and void the sanction still creates additional work for IM and JOBS staff. Many of the staff, both IM and JOBS, would still prefer to see the first sanction notice "stick." The other problem with the notification is that IM is responsible for initiating them. In most of the 15 demonstration counties, this has proved to be a problem in the functioning of the JOBS program. This issue is discussed at more length in chapter 4.

The amount of time between the issuance of the notification to appear and the date on which clients were scheduled to appear was examined in each of the counties through the review of the active and closed files. The average number of days between the date on the notification letter and the date on which the appointment was scheduled ranged between 6.7 and 16.2 days for the 15 counties, with a mean for all counties of 10.7 days. On the average, counties expect clients to come in approximately one week after receipt of the letter, allowing two or three days between mailing and receipt. Clients with legitimate conflicts at the time of their scheduled appointment can call, give good cause, and reschedule the appointment.

Although the counties expect the clients to report within 10 days of sending the letter, figure 2.1 shows the average number of days that actually elapsed between the first notification and the actual initial interview was 25 to 34 for the active files (bar E) and 17 to 58 (bar F) for the closed files. The outliers have a major effect on the average for the closed files, more than tripling the number of days between notification and initial interviews. This reflects the effect of the most resistant clients who delayed their initial interviews as long as possible.

The average number of days between IM intake/redetermination and initial assignment was almost identical, about six and one-half months, for both active and closed files. While this may seem an inordinately long time, it is not necessarily detrimental to the program. Many new recipients of public assistance are on the rolls a relatively short time. It would be an unproductive use of the resources of the JOBS program to enroll those who receive assistance for only a short period. As noted above, this time period does appear to becoming shorter, especially in those counties with relatively small case loads.

The rates at which clients report in response to their first notification have remained approximately 40 to 60 percent across the demonstration counties over the three years of the process analysis. We had thought that as the program became more widely known, clients would be more likely to respond to the initial notification. At the first occurrence of noncompliance--typically failure to report for initial assessment--clients are informed of intention to sanction. They can have this action voided, however, by signing a letter stating their willingness to participate. This may not constitute a sufficient penalty to modify the behavior of those clients who wish to delay their participation in JOBS.

Information presented in the second annual report (table 2.1, p. 16) indicated that although some clients can delay their enrollment, almost all of those who should participate in JOBS are eventually enrolled. The administrators of the JOBS programs in the 15 counties estimated that 85 percent of clients who are notified to report for their initial assessments appear in response to their first or subsequent contacts, including notifications of intention to sanctions. This figure was confirmed exactly by the review of the case files. The 15 percent who do not report typically leave public assistance (sometimes as a result of sanctions), move out of county, or were incorrectly referred.

Orientation, Testing, and the Assessment Interviews

During Year 1, all of the demonstration counties were using one day for orientation and assessment except for Champaign County, which used three days. The majority of the counties were not testing (see the section, "Testing," below for more details). During Year 2, the orientation, assessment, and testing were conducted on one day in most counties. Brown, Champaign, Clermont, and Richland counties, however, scheduled appointments for assessment interviews to be conducted at a later time. During Year 3, orientation to JOBS, testing, and the assessment interview were conducted in one day in six of the counties and on two days in nine of the counties. Two counties, Stark and Trumbull, provided testing only for those clients referred to E&T (ABE) and testing was then done by the service provider. A summary of the orientation, testing, and assessment procedures in the separate counties is provided in table 2.2.

Orientation

During the Year 3 site visits, only three counties, Franklin, Lake, and Trumbull, were conducting individual orientations. In Lake County, the JOBS program subcontracted assessment, including client orientation, to the county JTPA agency. Franklin and Trumbull Counties were using a procedure similar to Lake with their own assessment interviewers. Trumbull also used a very professional videotape prepared specifically for the county to provide information. Of the 12 counties employing a group orientation approach, four (Richland, Seneca, Stark, and Summit) were using a videotape, as indicated in table 2.2. During the Year 2 site visits, only Summit and Stark had used any media, and Summit's had been a slide/audiotape presentation, not a videotape.

In some counties, the group orientations were conducted in a hurried, perfunctory manner. The same had been true during the Year 2 site visits. Trumbull's videotape is excellent but, on the days of the site visits, the tape was not shown frequently enough so that every JOBS client could see it. In our judgment, the video approach offers the best chance for consistent, high-quality presentation of information about JOBS that can present the program as an opportunity to improve oneself, not as another bureaucratic burden one must endure to receive public assistance. It is also the least labor-intensive approach.

Testing

During the Year 1 site visits, only four of the 15 demonstration counties were testing JOBS clients. During Year 2, all counties were testing, although Stark and Trumbull Counties provided testing only for those clients assigned to ABE. During Year 3, Franklin County, which had started enrolling ADC-Rs for the first time in January 1991, was not testing at all at the time of the site visit in July 1991.

The standardized tests being used in the demonstration counties are, for the most part, widely accepted measures of adult literacy (Connell and Ashley 1984, Mitchell 1985). The most widely used--in nine of the counties--is the *Test of Adult Basic Education* (TABE). This test consists of a 38-item Locator that is administered first to determine which of three follow-up tests should be used. The three follow-up tests are labeled E, M, and D. The E level is used with adults whom the Locator measures as reading at grade equivalents of 2 to 4, the M level with those reading at grade equivalents of 4 to 6, and the D level for those at grades 6 to 9. These tests measure reading (vocabulary and comprehension) and

TABLE 2.2
SUMMARY OF ORIENTATION, TESTING, AND ASSESSMENT FEATURES

County	Group or Individual Orientation	Videotape Orientation?	Assessment Interview Same Day As Orientation?	Testing Same Day As Orientation?	Test Used	Number of Days Required for Orientation, Testing, and Assessment
Brown	Group	No	No	Yes	TABE	2
Champaign	Group	No	No	Yes	TABE	2
Clermont	Group	No	No	Yes	TABE	2
Franklin	Individual	No	Yes	N/A	None Used	1
Lake	Individual	No	Yes	Yes	Kaufman Test (Reading) WRAT (Math)	1
Lawrence	Group	No	Yes	No	Locally Developed Tests	2
Montgomery	Group	No	Yes	Yes	TABE	1
Perry	Group	No	Yes	Yes	TABE	1
Pickaway	Group	No	No	Yes	TABE	2
Richland	Group	Yes	No	Yes	TABE	2
Seneca	Group	Yes	Yes	Yes	WRAT	1
Stark	Group	Yes	Yes	No[a]	Slosson Oral Reading Test (SORT); TABE at Level Indicated by SORT	2[a]
Summit	Group	Yes	Yes	No	TABE	2
Trumbull	Individual	Yes	Yes	No[a]	WRAT (Math); Gates-MacGinitie	2[a]
Wyandot	Group	No	Yes	Yes	WRAT	1

[a] Testing conducted on separate day only for clients assigned to E&T

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mathematics (computation, concepts, and problems) at all three levels, and language mechanics and expression at levels M and D. The TABE can be administered to a group, which increases its efficiency for use with large numbers of clients. The full TABE, Locator plus appropriate follow-up forms, requires about two hours. In some counties, only the Locator is administered by JOBS, not the follow-up tests.

The *Wide Range Achievement Test* (WRAT) is the second most frequently used test. The reading portion takes only a few minutes, but it must be administered on an individual basis. The test administrator scores the number of words the client pronounces correctly from a list, and no attempt is made to measure comprehension. The *Slosson Oral Reading Test* (SORT) uses virtually the same approach. The reading section of the *Kaufman Test of Educational Achievement* is probably the least threatening to the individual being testing. It is administered by having the testee read and act out instructions such as, "Lift your left arm," which are presented on a small, desktop easel. All three of these measures yield quick estimates of an individual's reading ability but they must be administered individually, not to a group. Such measures seem to work best where there are relatively few clients to process or, as in Lake County, they are given as part of the assessment interview.

All of these tests yield scores that are converted to grade equivalents by comparison to national norms for grade-level performance. That is, individual scores are compared to national average scores of students from different grades. Lawrence County is the only one using a locally developed test. This test is acceptable to the local ABE provider.

The majority of counties have test results available at the time of the assessment interview. The information, however, is not a major determinant of the assignment clients receive. For example, clients with high school diplomas or GEDs who score poorly generally are not referred to ABE. The scores are used mainly with clients who do not have high school diplomas or GEDs to determine the level of classes to which they will be assigned. Clients who score at the fourth grade equivalent or below are usually referred to one-to-one tutorial programs. Those who score above the fourth grade are assigned to ABE. Summit and Montgomery Counties have guidelines as to which ABE providers are most appropriate for clients at different grade-equivalent levels.

In the assessment interviews we observed, test results were used almost entirely to assign clients without high school diplomas to ABE/GED programs. If this is their primary use, we question why they must be administered to all clients. The procedure followed in Stark and Trumbull is to test only those assigned to E&T. This appears appropriate if the only use of the results is within this component.

Assessment/Reassessment

In seven counties, assessment interviews were conducted on a day other than that used for orientation and testing. Although this, in theory, allows for a more thoughtful examination and consideration of background information, including test data, the reality is that the assessment interviewers have very little time to review a new or old case file. A quick scan is usually all that time allows.

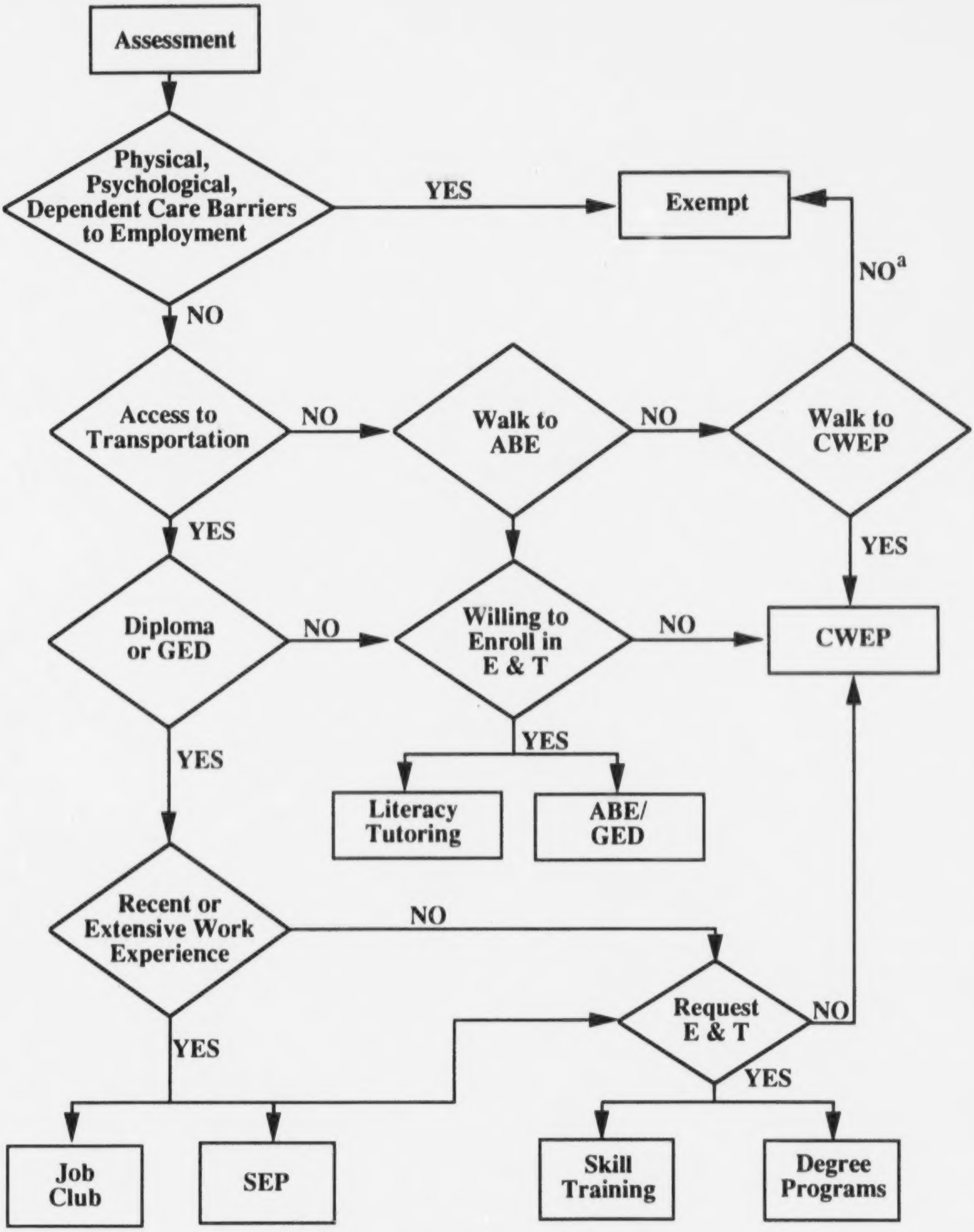
The amount of time spent with each client is usually 20 to 30 minutes. During the Year 3 site visits, 25 interviews, both assessments and reassessments, were observed. These ranged in length from 5 to 45 minutes, with an average of 23 minutes. The lower end of the range were reassessments or initial assessments where the clients were already enrolled in E&T programs and their employability plans were to continue those programs. The upper end were individuals with multiple barriers to employment or very unclear occupational interests and goals.

The assessment interviewers are primarily interested in barriers to employment. Barriers include health, transportation, education, child care, and substance abuse. The interviewers are not trained to be experts in determining substance abuse from physical signs, however. Sometimes abuse is suspected from indications in case files, but often it does not manifest itself until after assignment to component. Figure 2.2 depicts the various decision points that influence the assignments clients receive.

The figure shows that initial decisions about clients determine if they are capable of carrying out the responsibilities of JOBS, and if they are, if they have access to transportation. If it is determined that they can participate and have transportation, the clients' educational attainment, previous work history, and occupational interests are considered. The assessment interviewers attempt to make the most suitable match between where the clients are and want to be and the means to those ends. Unfortunately, many clients possess a limited knowledge of the types of jobs available and, usually, know even less about the requirements in the way of education, training, or experience that are needed to qualify for desired jobs. The assessment interviewers observed over the course of this study are not career counselors nor do they have access to career interest inventories on their clients. This may be an impediment to the long-term progress of clients. Even when clients complete an ABE program and obtain a GED, many still have little idea of what occupations they may be best suited for.

Clients without high school diplomas or GEDs are generally referred to an ABE program. Those with their high school diplomas or equivalents who have career goals and want more education and training are referred to appropriate E&T providers; those who do not want more education and training but have a work history are generally referred to Job Club. Clients with a spotty or little work history, but who do possess a high school diploma or equivalent, frequently receive a CWEP assignment.

CWEP is the default component for the clients who do not get referred to E&T or Job Club. For some who wish to enter Job Club, openings may not be available for several months and clients may have to "pass their time" in CWEP. Some clients are assigned to CWEP because they lack transportation, but can report to CWEP sites within walking



Assessment
Physical, Psychological, Dependent Care Barriers to Employment
YES
Exempt
NO
NO
Access to Transportation
NO
Walk to ABE
NO
Walk to CWEP
YES
YES
Diploma or GED
NO
Willing to Enroll in E & T
NO
CWEP
YES
YES
Literacy Tutoring
ABE/ GED
Recent or Extensive Work Experience
NO
Request E & T
NO
YES
YES
Job Club
SEP
Skill Training
Degree Programs

Figure 2.2. Decision points for assigning clients who are capable of carrying out JOBS responsibilities.

[a] Three counties provide transportation to CWEP and do not exempt clients for this reason.

distance of their homes. This is not to say that CWEP does not serve a useful function, but clients are sometimes placed there in lieu of a more appropriate but unavailable choice.

As established in previous years of this study, the function of the employability plan is to guide the clients through the steps necessary to reach self-sufficiency. The plans hit the obvious needs: education, work experience, and training in job search methods. What they do not cover directly are the emotional/attitudinal problems of the clients, which may be, ultimately, their greatest barriers to employment. When such information is available, it is usually entered on the case dictation which is not shared with the client.

Clients can be referred to various community service agencies to receive counseling/ rehabilitation at the same time they are assigned to a component or while they are assigned to "pending." In the brief time clients spend with the assessment interviewers, however, some problems, such as physical or substance abuse or emotional difficulties, may be difficult to determine. These problems may become evident during their component assignments.

Since the Year 2 visits, changes in assessment interviews took place in some of the demonstration counties. The most significant of these--and a precursor of changes to occur in all other counties--was on-line interviewing. Champaign, Franklin, Pickaway, and Trumbull counties were conducting on-line interviews using CRIS-E. Benefits as well as drawbacks were noted by the staff who have had experience with this procedure. On the positive side, on-line interviews improved communications with IM and saved time formerly spent on completing paperwork. CRIS-E also provides "alerts," which signal when action should be taken on various cases. On the negative side, assessment workers reported that they lose eye contact and, thus, rapport, with the clients. This problem may fade as assessors become more comfortable with conducting on-line interviews. There were also the usual complaints, such as losing information that had been entered or being unable to access certain files--that are endemic when people begin to use computer-based technology. At the time of the site visits, CRIS-E would not permit data to be entered on-line for clients who are under sanctions. This has since been changed.

Summit County is the only county conducting outreach assessments. Because of its large population, Summit County conducts assessment in two cities in the northern part of the county in addition to Akron, where the CDHS is located. This is an effort to make it easier for clients to comply with JOBS requirements. Summit County also has developed the most complete manual of detailed instructions on conducting assessment interviews. Other counties, especially those with large JOBS programs, may wish to consider developing such a manual or adapting Summit's manual to their situations.

In Champaign County, during the first two years of JOBS, a JTPA staff member participated with JOBS staff in the assessment interviews. In the third year, JTPA was no longer involved. The JOBS program could not provide funding that was requested by JTPA for its staff person. Perhaps more significant, there were differences between the two agencies with regard to their evaluations of clients' readiness for employment and as to the most appropriate employability plans for these clients. These basic differences between JOBS and JTPA are discussed at more length in Chapter 3.

There were relatively few differences between the initial assessment and re-assessment interviews that we observed. In the initial assessment, the interviewer tries to determine barriers to employment and occupational interest and goals and to develop a plan to overcome the barriers and achieve the goals. In a reassessment, the interviewer tries to determine if those barriers have been removed and if the original employability plan is still appropriate. Across the counties, there was an average of 262 days between the initial interview and the first re-assessment for the active files and 270 days for the closed files. These periods are almost three months longer than the target of a reassessment every six months.

The range of days between the initial and reassessment interviews was very large, 21 to 448 days for the active files and 29 to 546 for the closed files. The reassessments that occurred shortly after the initial interviews were usually due to clients who had a sudden change in their lives that made it impossible for them to carry out their initial plans, or who received an assignment, often a CWEP site, that they found unacceptable after they spent a day or so there. The upper end of the range was made up of clients who "fell through the cracks." Most of the staff responsible for conducting the reassessments have developed their own personal methods, usually a card file, of indicating when clients should be scheduled. Some clients were not entered in these systems and overlooked until some other reason caused them to come in for an interview. The CRIS-E system has a system to signal when clients should be reassessed, which appears to be working, but only a few counties were on-line when the site visits were conducted.

Clients whose initial assignments do not result in the desired outcomes--for example, clients who do not find jobs while participating in Job Club--are reassessed and new employability plans developed. Sometimes as a result of Job Club, clients identify an occupational goal they would like to achieve by obtaining additional education. If the clients can be admitted to the schools of their choice and obtain financial aid, these plans are sometimes realized. More often, however, clients who complete Job Club or obtain a GED and do not obtain employment are reassigned to CWEP. A few counties have programs for clients who have gone through two or more components without obtaining employment. These programs consist of identifying the clients' major barriers to employment and then involving the clients with the community agencies most appropriate to deal with these barriers. Since these are the most difficult clients to serve, modest improvements are probably the best that can be expected.

Summary

This chapter summarizes the processes used in the 15 demonstration counties to enroll, assess, and assign clients to components. As best we can judge, the enrollment process is bringing all clients who are required to participate in JOBS into the program, but there are still large backlogs in some counties of clients who have been referred but not yet assessed. Informing those who must participate in JOBS about its opportunities and requirements is conducted in a variety of ways. The process that appears to have the most motivational qualities is a professionally produced videotape that presents JOBS as an opportunity to improve one's life. Standardized tests of reading and computational skills are administered in 14 of the 15 counties. Their results are used primarily to determine the appropriate educational programs for clients who do not have high school diplomas or GEDs. Employment barriers, whether or not clients have diplomas, prior work experience, and client interests are the main determinants of the components to which clients are assigned. The typical assessment interview takes 20 to 30 minutes. Reassessments are conducted, on the average, about nine months after initial assessments, and focus on whether the original employability plan is still appropriate.

CHAPTER 3

PROGRAM COMPONENTS AND THEIR RELATIONSHIPS IN THE COMMUNITY

Relationships with other community agencies are essential to JOBS. The responsibilities of the CDHS are primarily to identify, assess, refer, and monitor the compliance of those required to participate in JOBS. If JOBS is to achieve its goal of improving the employability of its participants, the CDHS is dependent on other agencies to provide education and training programs, CWEP work sites, and, in some counties, Job Clubs. This chapter looks at the relationships between the JOBS programs in the 15 demonstration counties and the agencies with which these programs cooperate. The information that is presented was developed through personal interviews with staff from these agencies, with staff from the CDHSs, and with JOBS participants who were assigned to the agencies to receive services or fulfill CWEP requirements.

Interagency cooperation, however, is only a means to the end. Employment, the hiring and retention of JOBS participants, is the primary standard by which the program will be judged. Employers who had hired clients who had been referred by JOBS, either in subsidized (SEP) or unsubsidized jobs, were interviewed in most of the 15 demonstration counties to determine their experiences with the clients and with the program itself. If the clients who had been hired were available when the employer was interviewed, they too were interviewed.

Before presenting the results obtained from these interviews, we must repeat the caveat raised in the second annual report: The individuals we talked with in the 15 demonstration counties cannot be considered a representative sample. The JOBS administrators nominated these individuals and it is most unlikely that the administrators referred us to agencies or employers that had bad experiences working with JOBS.

Furthermore, as part of our interviews with the nominated respondents, we asked to talk with a client who was being served by the agency or had been hired by the employer. If a client was available, this request was always honored. This means that the clients we talked with were those who were present on the days we conducted our visits. Clients who did not attend their assigned components or who were not hired were obviously not included among those we interviewed.

A second caveat also must be repeated. JOBS staff works with ADC, GA, and food stamp clients, and these clients are assigned to all components. It is our impression that many of the reports of the behavior and attitude of clients did not differentiate among recipients. Most of the findings probably represent general impressions influenced by experiences primarily with ADC and GA clients. When respondents could make clear differentiations, these are reported. These were, however, rarely volunteered and even when respondents were prompted, they often did not seem to be clear which were ADC and which were GA recipients. If the respondents were aware, they tended to perceive few discernable differences between the two groups.

This chapter is organized by the major components to which clients can be assigned with separate sections discussing Education and Training (E&T), the Community Work Experience Program (CWEP), and Job Club. The fourth section discusses employers' experiences hiring JOBS participants, including subsidized employment (SEP), and the fifth section examines relationships between JOBS and JTPA. The discussion in each of these sections represents a synthesis of interviews and impressions obtained during our visits to the 15 demonstration counties. Specific information about these components in each of the counties is presented in Part II of the report[1].

Education and Training

The priority of JOBS is to prepare welfare recipients for employment that will enable them to be self-sufficient. For many clients, this requires education or training to improve their attractiveness to employers. In most of the 15 demonstration counties, more clients are assigned to education and training (E&T) than any other component. And more are assigned to ABE/GED classes than are assigned to skill training or postsecondary programs. The number of ABE/GED referrals reflects the large proportion of clients who did not graduate from high school. High school dropouts are almost always assigned to ABE/GED, unless the client strongly objects. For those clients who object to education or training, school was such a negative experience, they want no more of it. It was our impression from observing a few of these clients being interviewed that their functioning level was so low as to make it unlikely they would ever pass the GED test.

ABE/GED

When ABE/GED instructors were interviewed, they mentioned that most of their welfare clients initially have very little confidence that they will be able to do the work. Those clients that find they can learn often become enthusiastic students. Unfortunately, many never participate long enough to find out if they can succeed. Estimates of the number of clients who never report or who stop attending were not available for all counties. In those counties where these estimates were obtained, the ABE/GED instructors typically reported that 15 to 30 percent of the clients assigned to their classes never reported. Dropout estimates ranged from 10 to 64 percent[2]. The most frequent estimate of the proportion of dropouts was "about one-third." The instructors noted that withdrawals were rarely due to difficulties with the course work. Changing residences and personal and family problems were the most frequent reasons cited.

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[1] In the previous two annual reports, this chapter presented information from CRIS summarizing the characteristics of clients and the numbers assessed and assignment to components across counties. The conversion from CRIS to CRIS-E created data incompatibilities that are taking considerable time to resolve. Rather than delay this report until these problems were resolved, we decided to prepare the report without the summary tables.

Most JOBS programs provide no financial assistance to the ABE/GED programs to which they refer clients, but a few do. The most generous is Clermont County which pays the County Board of Education $2.00 per hour of instruction provided. Brown County paid the salary of the ABE teacher so classes could be offered during the summer months. Champaign and Montgomery Counties have contracts with nontraditional providers of ABE/GED. Champaign's contract is with JTPA, which conducts its own ABE/GED classes. The contract pays only if the clients make progress: a payment of $321.32 for every client who progresses two grade equivalents or obtains a GED, to a maximum of two payments per client. During FY 1991, this program enrolled 130 clients assigned by JOBS, both ADC and GA, and received 18 reimbursement units. Fourteen of the reimbursements were for clients who obtained their GEDs. This equals about 10 percent of the total enrolled. We found this to be a fairly consistent percentage across the demonstration counties among JOBS clients who actually attended classes.

Montgomery County's FY 1992 contract for ABE/GED is with Goodwill Industries. This contract pays the following fees for each client: $50.00 for enrollment and $50.00 for case management, both paid at enrollment; $100.00 when the client earns passing scores on three of the five pre-GED tests; an additional $100.00 when the client passes all five pre-GED tests; and an additional $100.00 if the client passes the state-administered test and is awarded a GED. The $50.00 for case management was added in FY 1992 when it was found that personal contact from the Goodwill staff increased the number of clients who reported when assigned and attended regularly. Including case management as part of the services to be provided is discussed at greater length in Chapter 4, in the section "Recommendations."

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[2] The 64 percent was from Lake County and appears to be an aberration. In Lake County, all assessments are conducted by the JTPA agency under a contract with the CDHS. Some of these clients are enrolled in JTPA, but many are not. A large proportion of those who are judged to need remediation before enrollment in JTPA are referred to ABE/GED classes, and these referrals make up a large proportion of the dropouts from these classes.

ABE/GED providers in each of the demonstration counties described students referred by the JOBS program in very similar terms. Almost all lack confidence when they initially enroll. Mathematics represents their major academic problem, primarily an inability to work with fractions and decimals. A few of the JOBS referrals are very reluctant students, and virtually all teachers have had to ask that one or two students be removed from their classes. When this has occurred, the teachers report the JOBS staff as very responsive and supportive of their requests.

Reluctant students are a new phenomenon to ABE/GED teachers. Before JOBS began assigning students who had to attend to continue their cash assistance, ABE/GED students were self-motivated. They had sought out and enrolled in the program to achieve personal goals. Since JOBS began, teachers have been encountering students whom they describe as having "a chip on their shoulder attitude." Most JOBS referrals, however, "come around" and, if they continue to attend, most make some progress. In a school year, about 10 percent of the students referred from JOBS obtain their GED. Our impression is that this percentage is a little higher for ADC recipients and a little lower for GAs.

Skill Training and Postsecondary Education

In the interviews we observed, relatively few clients were assigned directly into skill training or postsecondary programs. Clients who desired such assignments were referred to institutions that offered the programs they wanted and were instructed to find out when the programs were offered and if they were eligible for financial aid. A few were referred to JTPA. JOBS programs rarely pay for skill training or postsecondary programs. Clients are expected to work with the institutions offering these programs to identify sources of financial assistance. We did not determine how many of these clients actually visited the institutions, applied for and received support, and became enrolled.

The clients who were assigned to skill training or postsecondary programs during the assessment interviews we observed were already attending these programs when they reported for their interviews. Their employability plans were written to incorporate the programs they were already attending. These observations suggest that attending a skill training or postsecondary program is associated with positive outcomes for JOBS clients. The factors underlying any success they achieve may be related to the personal characteristics of those who seek out and enroll in these programs. Clients who follow up on referrals or are enrolled when they are originally interviewed may be more capable than the average recipient of developing plans and may have the personal characteristics and support systems that enable them to carry out these plans.

JOBS Student Retention Program. One source of support that appears to be very helpful for students in two-year colleges is the JOBS Student Retention Program. This is a joint program of the Board of Regents and ODHS. Its purpose is--

> to provide special support services to disadvantaged ADC students attending a two-year college through their participation in the local JOBS program. These services are focused on retaining the student in college and maximizing their education and training. (Request for Proposal, April 8, 1991)

This program goes by a variety of names. Some of those we encountered were YES (You Expect Success, Clermont College of the University of Cincinnati), SAT (Striving, Arriving, Thriving, Southern State Community College), New Directions (Sinclair Community College), Starting Point (Clark State Community College), and Steps to Success (Stark Technical College). For colleges to be eligible for this program they must enter into cooperative agreements with the CDHSs in the counties the college serves. They must provide services that are "different from or above and beyond those available to the general student body" (RFP p. 6, emphasis in the original). Three types of services--initial, ongoing, and individualized--must be offered. The initial services take place prior to enrollment in regular classes and are intended to orient the students to campus life. They attempt to improve self-esteem, promote identification with the college, and develop goals and plans for college and subsequent employment. The ongoing services help students to overcome academic and personal barriers to education. They are typically delivered through workshops, seminars, counseling, and support groups. Some colleges reserve a special room or lounge for use by participants in this program. Individualized services include tuition to enable the students to attend summer school; tutoring; course-related expenses, such as tools, uniforms, or other required materials, and placement services. All the individualized services are to be provided only when other sources of aid are not available.

The comments we heard from JOBS staff and clients about the student retention programs in the two-year colleges were uniformly positive. JOBS staff made remarks like, "They are doing wonderful things with our clients." The clients, themselves, spoke of how the programs improved their self-esteem, gave them confidence, and provided assistance when it was necessary. The information we obtained hardly constitutes a thorough examination of the Board of Regents-ODHS program, but what we have implies that the program is operating as intended and is bringing about the types of personal growth it is designed to foster.

Other E&T Options

The JOBS program in Summit County remains the only one that conducts its own ABE classes. It offers a basic literacy program that uses the PALS (Principles of Alphabetic Literacy System) instructional system developed by IBM. This is a phonetically-based teaching system presented on personal computers and videodiscs. It is intended for adults who read at the fifth grade level or below.

Summit also conducts on-the-job training in either landscaping or building maintenance for county parks, buildings, and grounds. This training is similar to CWEP assignments in other counties, but the Summit program has supervisors who are part of the JOBS staff. These supervisors emphasize the general skills of reporting to work everyday and on time, getting along with supervisors and co-workers, and carrying out assigned tasks in a responsible manner. These are the skills desired by all employers no matter what the nature of their specific jobs.

In Stark County, the JOBS program administers one training option itself, the Ohio Homemaker/Home Health Aide (OH/HHA) program. This option combines E&T with SEP. The program is quite selective; only 17 trainees are admitted each year. The training is provided by the Canton City Schools under a performance-based contract that pays $569 for each client who completes the program. Upon completion, the clients are hired by the CDHS under a SEP contract to serve elderly people and others who need assistance to continue living independently[3].

Stark County also has an option for clients who have problems that prevent them from obtaining employment but are amenable to intervention, such as drug and alcohol addiction, treatable health conditions, and communications problems caused by limited English proficiency. Clients with such problems are assigned to Employment Barriers, a part of E&T, and worked with on a case management basis. The clients are referred to community agencies that specialize in the problems the clients are facing. After referral, JOBS staff monitor the clients to make sure they participate in the services the agencies provide.

Until September 1991, the JOBS programs in Montgomery and Stark counties had an option called Comprehensive Assessment/Employment Development for clients who participated in at least three components without obtaining employment. Such clients were referred to the local OBES office for extensive testing to determine their language and mathematics skills and their occupational interests and aptitudes. The OBES counselors used this information to help the participants develop realistic employability plans. This option ended in September 1991 when the state-level contract between OBES and ODHS was not renewed.

There is an option in Montgomery County for those clients who are judged unprepared for assignment to Job Club or E&T that is unique among the demonstration counties, Pre-Employment Training. This option attempts to develop positive work attitudes, self-esteem, and the behavior necessary to obtain employment or participate in activities that lead to employment. The program runs for four weeks with three hours of classes per day. During the first 11 months of FY 1991, almost the same number of clients were assigned to Pre-Employment as were assigned to Job Club[4].

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[3] Additional information about this program is presented in the Stark County summary.

Reactions of Clients

The attitudes of E&T clients who were interviewed ranged from enthusiasm to resentment at being forced to take part. The most enthusiastic were those in skill training and postsecondary programs, often those receiving assistance from the Board of Regents-ODHS student retention program. One JOBS client, who is discussed at more length in the Brown County summary, credited JOBS with turning her life around: "If it weren't for this program, I wouldn't have made it. Studying has been my saving grace. When things got real bad, I could get away by studying."

The most resistant client who was interviewed had been in pending status for one year because she claimed a medical condition prevented her from participating. When a medical exemption was finally denied, she was assigned to ABE/GED. She obviously resented having to take part:

> I don't like being threatened with things [cash assistance] being taken away. After two years, if a person doesn't get a GED, they [the JOBS staff] should leave them alone. I'd like to get off welfare if I could get a good job, but I've been coming for two years and still don't have my GED.

She had not actually been attending two years. She had originally enrolled in JOBS two years earlier, but had only been attending the ABE/GED classes on a regular basis for three months when she was interviewed.

In between these two extremes were some clients who saw the ABE/GED classes as a real opportunity and others who seemed to be attending only to continue their ADC eligibility. These attitudes usually were related to whether or not they were making reasonable progress in the classes. Far fewer skill training and postsecondary students were interviewed, but those who were interviewed were generally positive about JOBS and optimistic about their future. The few who expressed reservations about their participation had family or medical problems that made it difficult for them to find employment that offered pay and medical benefits adequate to meet their needs.

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[4] Additional information about this option is presented in the Montgomery County summary.

Community Work Experience Program

Rural counties have proportionally more clients assigned to CWEP than urban counties, and they tend to have better reporting rates for these clients. Rural counties have smaller tax bases and fewer employment and E&T opportunities than urban counties and they have no public transportation. These differences make it more difficult for rural counties to assign clients to E&T or Job Club, and make public employers eager to receive CWEP assignments. Two of the rural counties, Brown and Wyandot, and Clermont, which is mainly rural, provide transportation to clients assigned to some CWEP sites so lack of transportation is not a reason for an exemption. In addition, the lower number of public assistance recipients in rural counties facilitates a case management approach that enables the JOBS staff to keep better track of the attendance of those assigned to CWEP.

Experience with CWEP Assignments

CWEP sites are happy to get clients and tend to be flexible with them with regard to schedule. If the clients put in their required number of hours per month, this is all the site basically requires. CWEP supervisors frequently complained about the poor attendance of those assigned to their sites, but almost always reported that those who did attend were good workers. Many supervisors mentioned the effect the assignment appears to have on the self-esteem of the clients. Often CWEP workers come "out of their shells" as a result of the contacts they have because of their assignments.

The hospitals that have been visited as part of this study have had unusually good experience with the CWEP clients assigned to them. Their success with these clients seems to be related to the hospitals' routine involvement of volunteers. These hospitals make extensive use of volunteers of all ages from teenage "candy stripers" to retirees. Several of these hospitals had a regular staff member who coordinated the work of these volunteers, and often this was also the individual who responsible for the CWEP assignments. The volunteer program in these hospitals was the vehicle for the CWEP work. As a result, the clients "blended in" with the other volunteers. They were not visible as a separate class of workers who had been assigned by the welfare office. Some hospitals even recognize the CWEP workers for hours served in the same way they reward other volunteers.

The volunteer coordinators typically interview the CWEP referrals before they accept them to work at their hospitals. These interviews screen out clients who do not report for the interview or behave in a way that indicates they would not be suitable for the hospital environment. The interviews also send a message to the clients that the hospitals have expectations about those who are accepted as CWEP workers. Being required to "pass" the interview seems to increase the involvement of the client in the assignment. In addition, the hospitals are often seen as desirable places to work and many clients hope that good performance while a CWEP worker will lead to regular employment. We have found that this hope sometimes becomes a reality.

Monitoring CWEP Attendance

The degree to which clients assigned to CWEP work their scheduled hours is a function of the number enrolled in JOBS and the quality of the county's monitoring system. Counties that have large ADC caseloads tend to have fewer of the hours scheduled for the clients assigned to CWEP actually worked than counties with smaller caseloads. The exception to this generalization is Stark which has a good monitoring system.

Counties with relatively few JOBS participants have an easier time keeping track of their clients. There is a higher level of personal knowledge of clients both among the JOBS staff and the supervisors at the CWEP sites, and, consequently, a higher level of personal accountability. If clients do not report as scheduled, the supervisor is likely to make a telephone call directly to the JOBS program. Few clients get "lost in the system."

In large-population counties, this personal element is absent. These counties must have efficient and adequately staffed monitoring systems to determine if CWEP clients work the hours they are scheduled. In our visits, the only one of the relatively large counties that was doing this well was Stark (7,689 ADC cases in June 1991). When its case files were reviewed, it was possible to trace all significant events from initial notification to the date of the file review or termination from the documents in the clients' files. Stark was also able to provide the number of CWEP hours worked out of the number assigned for each month. The most recent month for which these data were available when Stark was visited was May 1991. In that month, 68 percent of assigned hours were worked. This figure is depressed by those clients who never report to their CWEP assignment. If these are eliminated from the calculation, over 80 percent of assigned hours were worked.

The CWEP component in Lake County is atypical, but has the elements that a good assignment and monitoring system should have. CWEP is the only component that the JOBS program in Lake County operates itself. All other functions, except sanctioning for noncompliance, are handled through a contract with the JTPA agency for Lake County. Those clients for whom the JTPA assessment interviewers find CWEP to be the most suitable assignment are referred to the CWEP supervisor. Before making assignments to CWEP sites, the supervisor requires clients to report for an interview. During this interview, he determines the type of jobs the clients would like to have and attempts to impress upon them "the seriousness of the program." He encourages them, since they have to work the CWEP hours, to find a regular job if they can. The supervisor informs the clients that if they are absent from their assigned work sites, they must provide good cause to their supervisors at those sites and also to him. Some clients never report for their interviews, nor provide good cause within seven days and this results in notifications of intention to sanction.

The initial pre-assignment interview in Lake County seems to have the intended results. The requirement that clients provide good cause to the JOBS supervisor as well as their work site supervisors sends a message to clients that their attendance will be closely monitored. The results of these practices are reflected in the 65 percent of assigned CWEP hours that were actually worked in Lake County during the 1991 calendar year. As in Stark County, the supervisor said that this percentage is lowered by those who never report. Over 80 percent of assigned hours are worked by those clients who do report to their assignments.

In the counties with large ADC caseloads, with the exception of Stark, ensuring that CWEP assignments are actually carried out appears to be the least implemented aspect of JOBS. Even in Montgomery, which on most criteria is among the best managed JOBS programs in the demonstration counties, the percentage reporting to CWEP assignments is low: at the site visited only 9 percent of assigned clients were reporting. The large counties are hoping that when CRIS-E is fully implemented they will have a better tool for monitoring clients. Because of their expectations for CRIS-E, the counties are reluctant to make the effort to develop systems that would duplicate in many ways what CRIS-E is intended to accomplish.

Job Club

Job Club is intended for clients who are judged to be "job ready" when they are assessed. In concrete terms, this means clients who have high school diplomas and recent job experience. Clients who present themselves well during their assessment interviews--dress appropriately, communicate clearly, and have defined occupational goals--will sometimes be assigned to Job Club even if they do not have recent job experience. ADC-U clients who apply for public assistance after their unemployment compensation runs out are frequently assigned to Job Club.

The conduct and content of Job Club have remained fairly standard over the three year of the process study. All the clubs cover goal setting, resume preparation, job search techniques, interviewing, and follow-up. These skills are covered in classes that last a half-day for two or three weeks after which the clients are expected to conduct self-directed job searches for a defined period, usually about 60 days.

The exception to this pattern is in Lake County which continues to use an individualized approach. As has been noted in previous annual reports, the Job Club in Lake County is not really a club at all. That is, it does not involve any interaction among a group of job seekers. Group interaction is considered a critical component in most clubs for support and feedback about the impressions that individuals make on those they contact. The club format is a setting for role playing and practicing behavior essential to creating a favorable impression on a prospective employer as well as for dealing with anxieties about the job seeking process.

The job placement supervisor responsible for the Job Club in Lake County feels an individualized approach is more efficient than a group. Working with an individual allows a placement specialist to determine the skills that a job seeker currently has as well as those that he or she needs. The specialist can then design learning experiences that focus on skills the job seeker needs to acquire. The supervisor also feels the confidentiality of a one-to-one relationship can be more supportive than a group situation. He has had job seekers reveal things to him, such as time spent in prison, that he thinks they would be reluctant to share in a group. The placement rate for welfare recipients in the Lake County Job Club, 66 percent, is higher than other counties. This rate is due, at least in part, to the manner in which clients are assigned to components in Lake County where the JTPA agency has a contract with the JOBS program to assess all JOBS participants. Many of those who are assessed and found to lack high school diplomas and job skills are not enrolled in JTPA. Instead they are referred to ABE/GED programs in the county to obtain a GED prior to being enrolled. Those who have good basic skills and diplomas but desire skill training or postsecondary programs are enrolled in JTPA and assisted to enroll in these programs. These assignments result in those JOBS participants with diplomas and good basic skills who desire employment, not additional training, being enrolled in JTPA and assigned to Job Club. This selectivity undoubtedly contributes to the high placement rate for welfare clients in Lake County.

Operation of Job Club

Over the three years of the process study, JOBS programs in six counties stopped contracting for Job Club and began to operate clubs themselves. During FY 1989, the first year that work programs began operating in the 15 demonstration counties, 12 of the counties contracted with JTPA to provide Job Club. Franklin, Stark, and Trumbull operated their own clubs. In some of the large counties there were additional providers, including clubs operated by OBES under a contract between OBES and ODHS, but JTPA conducted at least one of the Job Clubs. In FY 1990, three counties (Perry, Richland, and Seneca) discontinued their contracts with JTPA and began to operate their own clubs or to contract directly with other providers. Summit continued its contract with JTPA but referred few clients to that program. In FY 1991, Summit did not renew its JTPA contract, but Richland stopped using an independent contractor and contracted with JTPA once again. In FY 1992, Champaign and Clermont are no longer using JTPA. Champaign has started its own club. Clermont is examining other options because JTPA did not develop a contract with JOBS that met the requirement of the U.S. Department of Labor that the contract not yield a profit.

The reason given in some counties for discontinuing JTPA as a Job Club provider is that it is less expensive for the JOBS program to conduct the club itself. In FY 1991, all the contracted Job Clubs, except in Lake County, were under performance-based contracts that paid a maximum of $200 to $750 for clients who obtained jobs and retained them for 90 days. For clients who did not complete their clubs or obtain employment, the payments were generally one-third to one-half of the maximum. In Lake County, where the JTPA agency conducts most of the JOBS functions, the JOBS program was billed a fee of $200 for every client assigned to Job Club.

The more fundamental reason that JOBS programs are conducting their own Job Clubs appears to lie in how JOBS and JTPA define "job ready." JTPA expects a client who has a clear occupational objective and all barriers to employment removed. JOBS sends clients who have a high school diploma and want to get a job. Some of these clients may have unclear job goals or still have barriers such as a lack of transportation. While both JOBS and JTPA job coaches emphasize the motivational aspects of Job Club, the JOBS coaches are more likely to stress the supportive nature of their clubs. A common theme among the JOBS staff is "We know our people," implying that staff of other agencies are less sensitive to the special characteristics of welfare recipients. In one county that discontinued its JTPA contract, there were even complaints that the JTPA coaches "humiliate our people."

Placement Rates

Referral patterns and information on placements are too variable across counties to make any comparisons between JOBS and JTPA conducted Job Clubs on the number of clients who are placed in jobs. In those counties that are still contracting with JTPA, the program administrators have indicated that they are more selective than they have been in the past in those they are assigning to Job Club. If JTPA clubs are receiving clients that are judged to be more job ready, they should have more placements.

In general, Job Club seems to work fairly well for job seekers who are willing to take entry-level jobs, at or slightly above the minimum wage. Job Club is not very successful for ADC recipients who need to find a job that offers a wage and benefits equal to or better than their combined cash grant and medical benefits. A rough generalization across the 15 demonstration counties is that about half of those assigned to Job Club complete the classroom portion of the club, and of those who complete this portion, about half find jobs.

In the counties that provided information on starting wage of those who found jobs through Job Club, the hourly rate across counties ranged from $4.98 to $6.44. The high end on the range was based on only 11 placements in Brown County. Only three Job Clubs were conducted in Brown during FY 1991 because the JOBS program was deliberately being more selective in the clients they assigned to this component.

Subsidized and Unsubsidized Employment

The Subsidized Employment Program (SEP) is intended to encourage employers to hire welfare recipients by diverting the clients' cash assistance to a wage subsidy to employers. To discourage abuse of the program, the JOBS regulations stipulate that SEP contracts can only be written for newly created positions. Because of this regulation and administrative difficulties in bringing about the grant diversion, SEP is virtually unused in all counties except Summit.

Summit County wrote 68 SEP contracts during FY 1991. The manager responsible for these contracts acknowledged the difficulties of grant diversion. He commented: "Every conceivable thing that could happen did happen in Columbus [ODHS], but the glitches are becoming fewer." This improvement he attributes primarily to the IM staff who provide liaison with JOBS. They have learned what must be done to bring about the diversion of the clients' cash assistance to employers as a subsidy.

One of the reasons Summit has written SEP contracts is that they have job developers whose primary function is to visit employers to obtain job leads. The JOBS program had, for a time, more job developers than were justified by the number of job opportunities in the county. With all these developers trying to find job openings, it is to be expected than many of them used the wage subsidy as an incentive to encourage employers to list job openings with the JOBS program.

The other demonstration counties have used SEP as a last resort or not at all. In some counties where the relationships between JOBS and JTPA are fairly good, an arrangement has been worked out for JTPA to write on-the-job training contracts and JOBS to divert the clients' cash assistance for the wage subsidy. In Stark County the clients in the Ohio Homemaker/Home Health Aide program are hired by the CDHS under SEP contracts after they have completed their training.

A few employers were interviewed who had hired JOBS clients under wage subsidy contracts, either SEP or JTPA. Consistently, these employers said the subsidy was a nice bonus, but they were most interested in the quality of the worker. They wanted motivated, reliable workers and if the JOBS program could send them such workers they would hire them with or without the subsidy. In some cases, the JOBS clients they had hired fit this description. One employer reported that a few JOBS referrals "couldn't take it" and quit shortly after being hired, but two turned out to be reliable workers.

A large hospital was visited that had hired four JOBS participants under subsidized contracts written by JTPA. The four had started at wages ranging from $5.38 to $5.88 per hour. At the time of the interview only one of these four was still employed; the three who had left had worked an average of three months each. Two had been terminated: one because she failed a drug screening test, the other for excessive absenteeism. The third had resigned because of a move to another city, but she too had been at risk of termination because of the number of absences. The hospital representative said that all four had been good workers when they were present. She also said a JOBS staff member had been contacted about the excessive absences and she had tried to persuade the clients to report to work more consistently.

Unsubsidized Employers

Most of the unsubsidized employers to whom we were referred for interviews were public agencies that had hired former CWEP clients. The experiences of these employers with these hires were, as would be expected, very positive. These employers had hired people whom they had observed for an extended period before making job offers. The workers who had accepted these positions were earning, on the average, the best wages of the former clients we interviewed. Public agencies generally have wage scales considerably above the federal minimum, and most of these former clients were receiving hourly wages of $6.00 to $7.00.

Employers who offer attractive jobs--those with good wages, benefits, and stability--can be very selective among those who apply to them for employment. People on public assistance often do not have the characteristics that such employers are seeking. To improve the opportunities for JOBS participants to obtain jobs with these employers, ODHS issued an request for proposals from counties that wanted to be selected as demonstration sites for the Good Jobs project. The RFP did not specify the form the demonstration should take in order to encourage counties to develop innovative approaches that met their individual needs. Three of the 15 counties in the process study received Good Jobs grants: Montgomery, Stark, and Summit.

The focus of Good Jobs in Montgomery County is large hospitals. The IN-VEST staff has attempted to secure commitments from large hospitals in the county to hire referrals from their program. At the time of the 1991 site visit, IN-VEST had obtained commitments for 30 jobs from one hospital and 15 jobs from another. At one hospital, the minimum starting wage was $5.87 per hour, and at the other it was $6.00.

The approach taken in Stark County was to work with the Public Assistance Service Office (PASO) of OBES and JTPA to conduct a job fair. A total of 146 larger employers in Stark County were contacted to determine if they had job openings. Current JOBS participants were invited to come to the JOBS offices where representatives of OBES and JTPA were on-site to register them and refer them to job leads or schedule them for future services. Contact with the 146 employers produced 25 job orders, but not all of them met the Good Jobs criteria.

In Summit County, the Good Jobs funding is used for Project SELF (Support for Employment, a Lift to Freedom). This project has received a commitment from the Little Tikes Company to give first consideration to applicants referred from Project SELF. Little Tikes starts its new hires at $4.90 per hour and adds two merit increases within the first year. Workers who are retained for the full year are eligible for profit-sharing that has averaged 23 percent of annual wages over the past four years. When Summit County was visited, in July 1991, the project had recruited, screened (including drug testing), and conducted pre-employment workshops for 24 JOBS participants. Eight had been hired by Little Tikes and four had found jobs with other employers.

JOBS-JTPA Relationships

Many of the functions mandated for JOBS and JTPA by the federal legislation that establishes these programs are similar. Both programs are designed to enroll targeted populations, assess their skills and needs, and develop and implement plans that draw upon community resources to prepare their clients for unsubsidized employment. Both programs operate in much the same way, with the one major difference that JOBS may impose sanctions in the form of reduced cash assistance to require participation.

With the many similarities in the two programs, there has been continuing discussion of how they can most effectively coordinate their efforts to avoid duplication and maximize service to clients. The 15 demonstration counties reflect a variety of relationships between JOBS and JTPA ranging from virtually complete integration in Lake County to almost no interaction in Stark and Summit Counties. During our 1991 site visits, we observed attempts in one county, Trumbull, to increase coordination. In most counties, however, there were fewer formal links between JOBS and JTPA in FY 1991 than there had been in previous years. The clearest indication of less coordination was which agency conducted Job Club for JOBS clients. During the first year of this process study, FY 1989, JTPA conducted Job Clubs in 12 of the 15 demonstration counties. In FY 1992, JTPA was conducting Job Clubs in seven counties.

Champaign and Clermont are two counties where strong initial linkages have weakened. In Champaign, the reasons for less coordination mainly involve differing perceptions of which agency can best serve the welfare population. In Clermont, the reasons appear to be conflicting rules and regulations governing the two programs.

When Champaign County began operating its JOBS program in 1989, JTPA was involved in all aspects except CWEP, including the assessment interviews. These interviews were originally conducted jointly by the JOBS administrator and a JTPA representative. JTPA conducted Job Club and ABE/GED classes for JOBS participants in its offices and enrolled those clients assigned to classroom and on-the-job skill training. JTPA wrote the contracts for the on-the-job training. At the time of the 1991 visit, JTPA was no longer involved in assessments and the JOBS program was preparing to conduct its own Job Club. Repeated disagreements about the most appropriate employability plans for JOBS participants had eroded the joint assessments to the point that the JTPA representative complained that his professional standards were being compromised. The JOBS staff thought it was the JTPA performance, not professional standards that were the main concern. There was a perception among the CDHS staff that some JOBS clients were not treated equally with JTPA clients in the Job Club. As the JOBS staff became more familiar with the procedures of the program, the feeling grew that they could serve their clients more appropriately than the JTPA staff. Gradually, the JOBS staff have assumed sole responsibility for more aspects of the program.

In Clermont County, the factors that caused less coordination between JOBS and JTPA were more bureaucratic than attitudinal. During FY 1990, the JOBS program entered into a contract with JTPA to conduct assessments and develop employability plans for JOBS clients. This contract continued into FY 1991, but was not renewed in FY 1992. The JOBS staff had no complaints about the assessments or about relationships with JTPA; CRIS-E was the culprit. Clermont is moving toward on-line assessments using CRIS-E, and access to CRIS-E is limited to CDHS staff. Without access to CRIS-E, the JTPA assessments were much less useful to JOBS, because all of the information had to be entered by JOBS staff.

Another link between JOBS and JTPA in Clermont that was broken in FY 1992 was Job Club. Here again no dissatisfaction was expressed with the service JTPA was providing, but the contract under which the JOBS clients were served was declared invalid. The contract was performance-based and paid $50 at enrollment, $100 at program completion, and $100 if the client obtained a job within 90 days. The U.S. Department of Labor has ruled that payments to JTPA agencies must only cover the costs of services provided; the agencies cannot make a profit. Since there was a potential for profit in the performance-based contract, it was not renewed in FY 1992. We do not know the reasons why JOBS programs in other counties that have performance-based contracts with JTPA have been able to continue their contracts because audits indicated they were not yielding a profit. As of January 1992, the Clermont JOBS program was not assigning clients to Job Club because it had no provider.

In almost every county but Lake, it was our judgment that the JTPA representatives whom we interviewed thought they could run the JOBS program better than the CDHS. Almost all felt it had been a basic policy error to assign the responsibility for this program to welfare. The two positions in this argument were presented most directly in Stark County during interviews with the administrators of the two programs. The following discussion is from the Stark County summary and attempts to present the basic positions of each administrator.

The JTPA director sees JOBS as duplicating services that his program could and should be providing. He feels that JTPA is the specialist in employment and training. Its staff have had many years of experience and know what practices are likely to be successful and which are likely to fail. He feels that JTPA's knowledge and experience were not drawn upon in the planning for JOBS and that suggestions it could contribute for ways to improve JOBS present services are still not being sought. Most of all he feels JOBS is not accountable: there are no performance standards that it must meet and no group, such as the Private Industry Council that governs JTPA, overseeing its operation.

The JOBS administrator sees her program quite differently. In her view, the CDHS staff have a better understanding of the characteristics and problems faced by welfare recipients and, because of this understanding, are better able to serve them. Conducting JOBS as part of the CDHS minimizes the bureaucratic shuffle the clients would experience if they were referred to another agency.

Her major point goes well beyond administrative efficiency. She feels that JOBS is the first program that has treated the truly poor, those who receive public assistance, fairly. Other programs have claimed they were going to help the poor, but there have been so many restrictions on the services these other programs provided that all they did was raise the clients' hopes and lead them into yet another failure. JOBS, she feels, is the first program that says to its clients: "We are going to give you whatever help you need and continue that help as long as you need it. If you try, we will help you to gain a better life."

Obviously there is merit in both of these arguments. Fortunately, from the perspective of this process study, Lake County provides an example of how well JTPA can operate JOBS[5]. JTPA conducts assessments and develops the employability plans for all clients, and monitors those assigned to on-the-job training, Job Club, ABE/GED, skill training and postsecondary programs. The CDHS reviews and approves the employability plans, adds the work allowance, maintains files, handles the conciliation and sanctioning processes, and manages the CWEP component. Clients in CWEP are not enrolled in JTPA, nor in most cases are those assigned to ABE/GED. Only those attending ABE/GED who receive support services from JTPA are enrolled.

The CDHS director is main reason for the extent of coordination in Lake County. When JOBS was originally being planned, she did not want to create what she saw as a duplicate to JTPA in her department. The JTPA director for Lake County--like his counterpart in all the demonstration counties--shared this perception of JOBS and was more than willing to work out an arrangement to carry out many of the mandated JOBS functions.

Operationally, the arrangement in Lake County appears to be working well. There is a clear and justifiable division of responsibilities that is understood by those who must carry out these responsibilities. Administrators and staff from both programs express satisfaction with their relationships and with the services that each provides. A fairly sizeable backlog exists of clients who have been referred to the JOBS program by IM but not assessed, because JTPA does not have sufficient assessment interviewers to schedule them. The JOBS program, however, exhausted the funds available to pay for assessments in March 1991, three months before the end of FY 1991, and was hardly in a position to pressure JTPA to process more of its clients. One of the best indicators of the strength of the relationship is that JTPA continued to conduct assessments when it was no longer being reimbursed.

Having said this, it remains clear that in Lake County JTPA has not, and cannot, assume all JOBS functions. First, and most importantly, it cannot enroll all JOBS clients. Only one-half of those who were required to participate in JOBS were enrolled in JTPA.

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[5] The Lake County summary discusses the points summarized in this section in more detail.

Given that the target population for JTPA is individuals who need assistance to prepare for gainful employment, the major criticism of JTPA is that it tends to serve the most job-ready of this population. This tendency is referred to as "creaming," enrolling those clients who are easiest to place in jobs. It appears that this is what is taking place in Lake County among the JOBS clients that JTPA assessed.

The welfare population has many individuals who have poor basic communication and computation skills and little or no work experience. These clients are likely to be referred to ABE/GED classes without being enrolled in JTPA. The rationale is that these individuals need to improve their basic skills to qualify for more advanced training and to increase their attractiveness to employers. The dropout rates reported by the ABE/GED coordinator for the main public school system in Lake County indicate that relatively few of these referrals achieve either of these goals. Among 143 ABE/GED students who were ADC recipients during the 1990-91 school year, 63 percent dropped out of their classes and only 6 percent obtained a GED. The comments we have received from JOBS staff and ABE instructors imply that these rates are even worse among GA recipients.

JTPA obviously does not have enough resources to serve all the JOBS clients it assesses, and a case can be made for enrolling those who have the most potential to benefit from the investment of JTPA's limited resources. Any rational administrator required to meet performance standards that specify the number of clients to be placed in unsubsidized employment and the average cost per client served is likely to adopt a similar strategy. The point being made is that merging JOBS into JTPA may result in some administrative efficiency but will not overcome all the barriers that keep JOBS participants from finding jobs. The services needed by many welfare recipients require far more resources than the two programs can provide, individually or combined.

Summary

The services designed to prepare JOBS participants for employment are primarily provided by community agencies other than the CDHS, itself. Relationships with these agencies and the acceptance of JOBS clients by employers are essential to the success of the program. This chapter examines these relationships with the agencies that provide E&T and Job Club and accept CWEP assignments and with the employers who hire JOBS clients.

ABE/GED programs receive more JOBS referrals than any other agencies. In a few counties, the JOBS programs pay partially or completely for the costs of these services, but mainly the instruction is provided by public education at no cost to JOBS. The schools report good relationships with JOBS and relatively few problems with the clients who are referred, although the unmotivated students are a new phenomenon for ABE/GED teachers. We estimate that about 10 percent of clients assigned to ABE/GED receive their GED each school year.

CWEP programs tend to be the assignment of last resort for clients who refuse E&T, have little or no work experience, and have few of the personal characteristics sought by employers. The number of CWEP clients who actually work their assigned hours varies across counties. Generally, the rural counties with relatively few welfare recipients have better reporting rates. The better the tracking and monitoring system, the better the reporting rate. Public agencies are glad to receive CWEP assignments, and their supervisors are almost always satisfied with the job performance of those who report.

There has been a trend over the three years of the process study for JOBS programs to discontinue referring Job Club clients to JTPA clubs and to begin operating the clubs themselves. In 1989, 12 of the 15 demonstration counties referred JOBS clients to JTPA Job Clubs; in 1992, seven counties continued to use JTPA clubs. Cost and the belief that the JOBS staff have a better understanding of their clients are the main reasons cited for conducting the clubs internally. We estimate that approximately one-fourth of those assigned to Job Club obtain jobs through their participation, but these are primarily GA and ADC-U, not ADC-R, recipients.

Except for Summit County, SEP is rarely used. The requirement that contracts only be written for newly created jobs and the difficulties of diverting the clients' cash assistance to employers discourage most counties from using this option.

Most of the unsubsidized employers we interviewed were public agencies who had hired individuals who were previously CWEP workers. These employers are uniformly pleased with these employees, because they offer jobs only to those who have demonstrated good job performance. The few employers we have interviewed who made direct hires of former JOBS participants have had more mixed experiences. Some of these hires stop reporting to work after a few days or weeks without ever reporting their reasons for quitting. Others become steady workers who are very pleased with the opportunities the JOBS program gave them.

Relationships between JOBS and JTPA vary from close to total integration in Lake County to minimal contact. In almost every county but Lake, the JTPA representatives who were interviewed feel they could operate JOBS better than the CDHS. JOBS staff, for their part, believe they are more sensitive than JTPA to the characteristics and needs of their clients. They also think it is more efficient to have all services for welfare clients, including those designed to prepare them for employment, administered by the same agency.

CHAPTER 4

CONCLUSIONS AND RECOMMENDATIONS

The three years that the process study has been conducted have enabled us to follow the evolution of the JOBS program from original plans to full implementation. The repeated visits to the 15 demonstration counties have allowed us to test initial findings and hypotheses with subsequent observations of the operation of their programs. In this, the third annual report of this study, we integrate the findings we have presented in the previous two reports and state the conclusions most supported by the three years of data collection. For most findings, our continuing data collection has served to reinforce what we have stated in the previous reports. For those findings where this is not true, we amend our original results. If a finding is not specifically noted, the third year of the process study confirmed what has been stated in the previous reports.

Since this is the last of the annual reports, we also present some observations about how clients respond to different types of assignments. These observations have implications for the long-term effects of JOBS. The process study, however, was not intended nor designed to examine these effects directly. Determining how participation in JOBS affects ADC recipients is the objective of the impact and qualitative analyses. Nevertheless, our visits to the counties provided many opportunities to interact with a purposively selected, nonrepresentative sample of clients to obtain their experiences and opinions as well as the experiences and opinions of JOBS and other agency staff who work everyday with these clients. We draw upon these opportunities to present observations that are best thought of as suggestions for hypotheses to be tested with more extensive data collected from representative samples of participants.

Conclusions

Overall Conclusion: *JOBS has been implemented in each of the 15 demonstration counties. The major factors affecting the degree of implementation appear to be the number of welfare recipients in the county and the support the program receives from the county director and managers of other divisions in the CDHS.*

When judged by criteria such as the number of mandatory clients awaiting assessment and the rates at which clients carry out assigned activities, low population counties with fewer welfare recipients appear to be doing a better job than large population counties with several thousand clients. If the administrators of the CDHSs in the low population counties do not support JOBS, however, implementation in these counties is no better than in the large population counties.

If a program such as JOBS is to be implemented fairly, its regulations must be applied equally to all those who are required to participate. It is far harder, however, to ensure that the requirements are applied to 12,000 than to 1,000. *Dis*economies of scale arise when several thousand clients have to be identified, referred, scheduled, contacted, assessed, assigned, monitored, and sanctioned if they do not carry out their responsibilities. As the number to be served increases, communication requirements increase exponentially and information storage and retrieval become critical. In the large counties, the information systems have not been adequate to the task. The hope is that CRIS-E will solve these problems. For CRIS-E to be useful for tracking the performance of clients, all of the JOBS participants will have to be entered into the system and monitoring information continually collected and updated. It is in the collection and updating of this information that most of the large counties are currently weakest.

In the following sections we examine the various procedures in the operation of JOBS. First we summarize our findings from the three years of the process analysis and then we present our conclusions with regard to the procedures.

Enrollment

When we began the process study, we suspected that enrolling clients would be a major difficulty. That has not proved to be the case. About half the clients report for their initial assessment interviews at the times originally scheduled, and this rate has not improved over the past three years. Most of those who do not report, however, provide good cause and are rescheduled. Rescheduling and notifications of intention to sanction bring the number eventually reporting to about 85 percent. The remainder are actually sanctioned, stop receiving public assistance, or are found to have been referred to JOBS incorrectly.

> **Conclusion**: *Program staff have put major emphasis on enrollment, and as best we can judge, they are bringing in almost everyone who should be enrolled. In some counties, however, a shortage of staff has resulted in a fairly large backlog to be enrolled.*

Orientation

Orientation is the process of informing clients about JOBS, both the opportunities it offers and the requirements of participation. This process is referred to as group informing in some of the 12 counties that conduct this on a group basis. Three of the counties provide the information as part of the assessment interview. A key step in the process is reviewing the clients' rights and responsibilities and obtaining signatures on forms documenting that the rights and responsibilities have been explained.

The counties vary widely on how well this process is performed. At its worst, orientation consists of a JOBS staff member reading aloud selected portions of informational material that has been distributed to the clients. At its best, orientation consists either of a high quality videotape that describes the program or a presentation by an energetic staff member who is able to convey the message that JOBS offers opportunities to improve one's chances to obtain rewarding employment. Unfortunately, such presenters are rare.

> **Conclusion:** *Orientation provides the essential information about JOBS to clients, but in most counties the manner in which the information is presented does not portray the program as an opportunity to improve one's life.*

Assessment and Assignment to Components

Assessment consists of standardized testing of communication and computational skills and an interview to determine the clients' background, barriers to employment, and vocational interests and goals. All counties require the clients to fill out a form prior to their assessment interviews with information about their education and employment history, dependents, health condition, and availability of transportation. On the basis of this information, interviewers assist clients to develop employability plans that specify the clients' occupational goals and how their JOBS assignments will help them achieve those goals.

Most counties find it difficult to conduct orientation, testing, and interviewing on the same day. Attempts to do so have caused long waiting times, especially between testing and interviews. In the third year of the study, 10 of the 15 counties were using two days: the first day consists of orientation and testing; the second day the interviews are conducted. The counties that complete the process in one day are either not testing all clients or have relatively few clients.

The characteristic that primarily determines the component to which clients will be assigned is whether or not they have completed high school or earned a GED. Clients without a diploma or its equivalent will almost always be assigned to ABE/GED classes, unless they vigorously object to this component. It is our impression that many of the clients attending ABE/GED classes had accepted this assignment because they saw it as the easiest way of satisfying their JOBS requirements.

Since our site visits, there has been a change in regulations that should reduce the number of clients who choose ABE/GED for this reason. Clients must now attend E&T classes plus another JOBS component so that their total hours of participation equal the number of hours determined by dividing their cash assistance by the federal minimum wage. Under the new JOBS regulations, any hours that clients are not in class must be spent in another assignment, usually CWEP.

Clients assigned to skill training programs or postsecondary programs usually request such assignments when they are interviewed. Many are already attending such programs when they report for their initial interviews. For those who are enrolled in programs when interviewed, their employability plans simply incorporate the E&T programs they are attending.

Clients assigned to Job Club have a high school diploma or its equivalent and usually have had recent job experience or had worked for several years before starting to receive public assistance. There has been a trend over the three years of the process study for JOBS programs to apply stricter definitions of "job-readiness" to clients they refer to Job Club. This has been the case especially in those counties where JTPA conducts the Job Club for JOBS. JTPA expects clients with a clear occupational objective and no barriers to employment. Job Clubs run by JOBS programs tend to have a more lenient definition of job readiness and to emphasize the group support and motivational aspects of the clubs.

CWEP is the assignment of last resort. Clients assigned to CWEP typically have one or more of the following characteristics:

- Little or no work experience
- No high school diploma or GED, and refuse to attend ABE/GED classes
- No transportation, but can walk to a CWEP assignment close to their home
- Completed Job Club and/or earned their GED, but have not obtained employment

Conclusion: *Prior education and work experience are the main characteristics considered in assigning clients to components. Assignments generally are appropriate to the clients' characteristics and preferences.*

Relationships with IM

The communications needed between JOBS and IM have increased the workload for IM staff. In site visits in 1989 and 1990, complaints about communication, or the lack of it, between JOBS and IM were a recurring theme. They were less frequent in 1991, but still occurred. The complaints usually came from JOBS staff who told of the slow IM response to their requests. The normal communications--referrals of newly approved or redetermined clients and the addition of work allowances for JOBS participants to monthly checks--have caused additional work, but are rarely the source of complaints.

Notification of intention to sanction, Form 4065, is the source of most of the unhappiness between JOBS and IM. Form 4065 has to be issued whenever clients do not fulfill their responsibilities and fail to provide good cause. Most 4065s are issued because clients do not report for assessment interviews. The remainder are issued because clients do not carry out the assignments included in their employability plans.

In virtually every county, the JOBS staff sees IM as unresponsive to their requests to issue 4065s. This became such a problem in Montgomery County that the CDHS decided to allow the JOBS staff to issue the 4065. In the calendar quarter in which JOBS was assigned this responsibility, the number of 4065s issued and the number of sanctions verified both doubled over the previous quarter. These increases occurred even though JOBS did not start issuing 4065s until the quarter was almost two-thirds over and with no increase in JOBS staff.

In the other counties, complaints about the responsiveness of IM to 4065 requests continue. IM supervisors acknowledged that their staff often have difficulty keeping up with requests from JOBS. The supervisors referred to the large caseloads that each of their workers must carry and the priorities that they must set. The main priority for IM must always be ensuring that clients who lack the necessities for life receive the assistance they need. It is only when this priority is satisfied that they can turn to other requests.

The perception that most of the work involved in issuing intentions to sanction is "wasted" also causes IM to place a lower priority on these requests. The IM representatives, and many of the JOBS staff, spoke of the futility of the sanctioning process. Staff at all levels made comments such as: "Sanctioning is a farce," "Sanctioning is a waste of time," and "Put some teeth into sanctioning." These comments were mainly received when staff were asked if there were any aspects of the program they would change if they could. Everyone associated with JOBS wants it to be seen as a positive--not a punitive--program. Nevertheless, staff become frustrated when they see some clients repeatedly "using the system" to avoid their responsibilities. The clients who act in this way represent a major aggravation to JOBS staff who feel the current sanctioning process is not strong enough to modify this behavior.

Conclusion: *Communication between IM and JOBS is usually good on routine referrals and work allowances. Requests for notification of intention to sanction do not receive prompt attention in most counties and represent a major source of aggravation to both IM and JOBS staff.*

Tracking and Monitoring

As we viewed JOBS during our third round of site visits, at the end of FY 1991, clients who do not carry out their assigned responsibilities emerged as the major weakness and potentially the most damaging aspect of program operation. Tracking and monitoring must be improved, especially in large counties with thousands of clients. Even Montgomery County--in our judgment as well-managed a JOBS program as in any of the demonstration counties--reporting to and attendance at CWEP sites are poor.

Ensuring that clients carry out their assignments, especially CWEP assignments, is essential to the perceived fairness of the JOBS program. If it becomes common knowledge that most clients assigned to CWEP do not work their assigned hours, the more conscientious clients feel that they are being treated unfairly. We heard this complaint frequently expressed by the CWEP workers we interviewed. Potentially even more damaging to JOBS is a perception of the program as one that does not enforce its requirements. If clients learn that the program does not verify attendance, reporting and attendance quickly deteriorate. In the large counties that lack good monitoring systems, this appears to have happened already.

The concept of JOBS is appealing to the general public. The average taxpayer considers it fair that public assistance recipients who are capable of working should work or prepare for eventual employment. Many respondents, particularly CDHS directors in smaller counties and JOBS administrators in larger counties, commented on how JOBS is changing the image of welfare: recipients have to do something for their assistance. It is this more positive image that is most at risk from clients who do not carry out their assignments.

We heard of only one instance where the failure of a client to carry out his assignment embarrassed a JOBS program, but there are probably more of which we were not told. This incident occurred in Clermont County. A public assistance recipient was assessed and assigned to CWEP in the township in which he lived. The $25 work allowance was added to the client's cash assistance, but the individual never reported for work. A township supervisor was informed that the client was not reporting and complained to the county commissioners who quickly asked the CDHS director to explain why this was happening. In our opinion, JOBS cannot risk such incidents if it is to maintain public support.

> **Conclusion**: *Our county visits suggest that because of poor tracking and monitoring systems there are hundreds of clients assigned to CWEP and many assigned to E&T, particularly in the large counties, who are receiving work allowances but not fulfilling their assignments. These clients represent a waste of resources, a weakening of the potential of the JOBS program, and could reduce public support for the program.*

Program Components

E&T receives the largest number of assignments, CWEP is next, and then Job Club. Very few clients are assigned to SEP. In some rural counties, more clients are assigned to CWEP than to E&T. This urban-rural difference reflects the availability of programs and transportation. There are more E&T programs in the larger counties, and there is usually public transportation clients can use to travel to the programs. In the rural counties, some clients have to be assigned to CWEP sites within walking distance of their homes, because they have no way of traveling to other assignments.

Education and Training. Over half of those assigned to E&T are in ABE/GED programs and the remainder are in a variety of skill training and postsecondary education programs. In our second annual report we stated that almost all clients in E&T are attending ABE/GED. During our most recent round of visits, we found this not to be the case. All counties have significant numbers of clients in skill training and postsecondary programs, a few even in four-year baccalaureate programs. The clients in baccalaureate programs were all enrolled at the time of their initial assessments and their employability plans were written to include their college programs. Clients in skill training or postsecondary programs usually are also already enrolled or express a strong preference for such programs when they are initially assessed.

Clients who participate in skill training and postsecondary programs as their JOBS assignments are, in our judgment, the most likely to leave welfare and become self-sufficient. The clients who enter these programs typically have a high school diploma and test well on academic skills. (Clients without diplomas are almost always assigned to ABE/GED.) The clients who desire additional training after high school also tend to have specific occupational goals and a sense of what is required to achieve these goals. In addition, those who complete additional training acquire skills that are rewarded with higher pay in the labor market.

Having said this, however, the impact evaluation of JOBS may not show any significant effects as a result of having participated in skill training or postsecondary education. That is because it appears that those who enroll in these programs would have entered them whether they were in JOBS or not. Due to random assignment, the proportion of clients in the control group with a desire to participate in post-high school training should be roughly the same as the proportion in the experimental group. Our observations suggest that in most cases it is personal interest and motivation, not the intervention of JOBS, that leads to enrollment in such programs. If these observations are accurate, the impact evaluation may not reveal a significant independent effect from participation in JOBS for those who complete skill training or postsecondary programs.

> **Conclusion**: *We expect that clients who complete post-high school training while enrolled in JOBS are the most likely to become self-sufficient, but this may be a result of personal characteristics of these clients and not an independent effect of participation in JOBS.*

Our observation about the potential effects of participation in ABE/GED are more mixed. On the one hand, many of the clients who enter ABE/GED would not have done so if they had not been assigned to these classes to fulfill their JOBS requirement. On the other hand, we doubt if earning a GED will have much effect on subsequent chances for employment if it is not followed by additional skill training. Our observations are reinforced by a specific study of those who earned GEDs. The researchers who conducted that study concluded: "Whatever economic returns exist from GED recipiency arise from its value in opening postsecondary and training opportunities" (Cameron and Heckman 1991).

Instructors tell us that a student must have approximately an eighth grade equivalency in reading to be able to do the work required to earn a GED. Many of the clients assigned to ABE/GED have skill levels well below the eighth grade when they enroll. If they have sufficient motivation, they may be able to overcome their deficits. It has been our observation, unfortunately, that many do not have the desire required to persist. In fact, as discussed above, many ABE/GED clients seemed to accept this requirement because it was one of the easiest way to fulfill their JOBS requirements. Often the ABE/GED classes that are nearest to where clients live are in session only two to three hours per day for two days per week. Attending classes for 8 to 12 hours a month was a far easier assignment than working at a CWEP site that would require a minimum of 64 hours from an ADC recipient with one child.

Even for those who have the ability and motivation to earn a GED, this certificate, in itself, does not appear to increase opportunities for employment. In our visits to ABE/GED classes, we asked the instructors if they knew what happened to students assigned by JOBS who received a GED. The most frequent answer was that they continued their education or, in some cases, were assigned to CWEP. We know of no client for whom earning a GED was followed directly by obtaining employment.

> **Conclusion**: *Many clients assigned to ABE/GED would not have entered these classes if they had not been assigned to them by JOBS. We do not think participation in ABE/GED by itself will increase the opportunities for employment of JOBS participants unless it is followed by or integrated with additional skill or postsecondary training.*

Job Club. Without question, Job Club enhances the motivation and self esteem of many of its members. Virtually every Job Club participant whom we personally interviewed made unsolicited comments relevant to these changes, such as: "I was really down. I got discouraged and lost my will. I would not be at [company name] without that program." Also, without question, Job Club is the quickest route into employment for JOBS participants. The information we were able to assemble is incomplete, but it generally reveals a pattern of about half of those initially assigned to Job Club completing the club, and about half of those completing--one-fourth of those originally assigned--obtaining employment as a result of the club. Most of those who obtain jobs, however, are GA recipients who are willing to accept minimum wages or ADC-U recipients who have had extensive work experience. Very few ADC-R recipients obtain jobs through Job Club. Job Club coaches have told us they suspect that some of those who do not report to the club were already employed when initially assessed for JOBS. If this is true for a significant number of clients, assignment to Job Club will lead to welfare savings, even when the clients never participate in the club.

Actual participation in the Job Club appears to be most effective for individuals who are willing to take jobs that pay the federal minimum wage or up to 75 cents or $1.00 more. In the counties where we were able to obtain information on starting wages, the average hourly wage ranged across counties from $4.98 to $6.44. The high end was from Brown

County. It was based on only 11 clients, however, because in FY 1991, Brown was deliberately selecting only the most job-ready for Job Club.

For most ADC-R recipients, the kinds of jobs that can be obtained through Job Club represent a decline in the actual amount of money they have each month when all the associated taxes and increased expenses are considered. Furthermore, most recipients are very aware that one year after taking a job, their extended medical and child care benefits expire.

> ***Conclusion:*** *Very few ADC-R recipients obtain jobs through Job Club. Most of these clients are unwilling to take the kinds of jobs available to them because of the low wages and lack of health insurance. Clients are aware of transitional coverage but know that this lasts only one year.*

Community Work Experience Program. CWEP is the direct descendant of the work relief program and, as such, carries with it a negative image, even among many JOBS staff. We have heard staff during group orientation sessions and assessment interviews refer to CWEP as "working off your grant." We have had other staff in private conversations with us refer to CWEP as the "attitude adjustment" component.

Our overall judgment, based on conversations with CWEP workers and their supervisors during our site visits, is far less negative. It must be mentioned again that the workers we talked with are a biased sample--they are the ones who are assigned to CWEP, who report, and who do what they are assigned. Among these clients, the attitude toward CWEP was sometimes positive and almost always accepting. These clients felt that requiring public service was a reasonable quid pro quo for their assistance, and many said so, although not in quite those words. A few even felt "employed" by the CDHS. They said that when they were asked what they were doing, they replied they were working for the welfare department.

At most of the CWEP sites visited, the supervisors were satisfied with the work of those who reported as assigned. Many supervisors praised their performance, saying they were as good as any regular worker. The supervisors sometimes referred to positive changes in clients from their assignments. For some clients, CWEP was the first time they had regular work experience, and finding that they could perform competently seemed to lead to more positive feelings about themselves. This observation was echoed by some of the clients we interviewed. Many said they felt better about themselves and about receiving public assistance since they were doing something for it. More often than we had anticipated, we found that CWEP assignments led to offers of regular employment. As part of our site visits, we asked the JOBS administrators to nominate employers of former participants. Most of the employers we were referred to had hired former CWEP workers.

As positive as these findings are about CWEP, we must restate once again that clients who do not carry out their assignments could be very detrimental to the perceived fairness and public support for JOBS. Reporting rates vary by counties, but even in the very best, only about 80 percent of assigned CWEP hours are being worked. In the large counties with poor monitoring systems, the evidence indicates the rates are 50 percent or worse, and in a few counties, we suspect the rates are much worse.

> **Conclusion**: *CWEP is providing positive work experience for those clients who report to their assignments. In some cases, these assignments have led to regular employment. Improving reporting rates to CWEP sites, or at a minimum, stopping work allowance to those clients who do not report are the areas that most need improvement in the current operation of JOBS. These improvements can only be achieved with a well operated tracking system that generates accurate and timely information on the extent to which clients fulfill their assigned activities.*

Employment

With the exception of Summit County, SEP is rarely used. JOBS administrators find the requirement that contracts be written only for newly created positions to be too restrictive and the actions required to divert cash assistance to employers to be too burdensome. In counties other than Summit, the small amount of on-the-job training that is conducted is usually under a JTPA contract written under a cooperative arrangement with JOBS. Even with these contracts, JOBS administrators report mixed results: some work out, but others seem to be just a wage subsidy to the employer with little training actually occurring. U.S. Department of Labor regulations designed to prevent this type of abuse are making it harder for JTPA to write OJT contracts. Employers report the wage subsidy is a bonus, but what they are really looking for are good workers.

> ***Conclusion:*** *The restrictions and administrative difficulties of the Subsidized Employment Program have caused most counties to avoid using it. The subsidy does not appear to offer a strong incentive for employers to hire JOBS clients.*

Unsubsidized employers who have hired former CWEP workers are very pleased with their performance. These employers have had an extended period to observe these clients and offer jobs only to those who are good workers. Employers who hired clients direct referred from JOBS or clients who obtained their jobs through Job Club have had more mixed experiences. Some former clients perform well, but others have excessive absences and some quit without providing any explanation. We do not have information on the unsubsidized employment of an adequate number of former JOBS participants to offer any conclusions on this topic.

JOBS-JTPA Relationships

Relationships between JOBS and JTPA vary from virtual total integration in Lake County to extremely limited contact in Franklin, Stark, and Summit. In counties other than Lake where JOBS initially worked closely with JTPA, the movement has been for JOBS to assume independent operation of functions they originally shared with or contracted to JTPA. In almost all counties, except Lake and Montgomery, the JTPA directors feel they could perform the functions of the JOBS program better than the CDHS. These directors feel that JOBS has created a set of services that duplicate many of JTPA's, but are less effective because the JOBS staff does not have the knowledge and experience of JTPA on how to prepare people for employment.

For their part, the JOBS administrators and their superiors in the CDHSs feel that they have more extensive knowledge and understanding of the needs and characteristics of welfare clients. They also feel that operating JOBS as part of the CDHS reduces the bureaucratic shuffle that welfare clients too often experience. At a more basic level, there are disagreements about the need for sanctions to induce client compliance and on how much service clients should receive. JTPA is driven by performance standards that require limits on the services clients receive so the program can meets its outcome criteria within prescribed costs. JTPA terminates clients when they have achieved the objectives of their employability plans or have reached the limit on the services they can receive. JOBS cannot terminate clients as long as they receive public assistance and fulfill the program requirements. JOBS--at the time this is written--can and must offer clients assistance for as much time as they need as long as they continue to make the effort to become self-sufficient. Because of multiple barriers to employment that many welfare clients face, a long period of service may be needed. It is our judgment that if this commitment is continued, JOBS will be successful with certain of its clients. In the next section, the characteristics of those most likely to benefit from participation in JOBS are discussed.

> **Conclusion**: *JOBS and JTPA perform very similar functions and can be integrated if both parties desire it. Under the present JTPA performance standards, however, only the more job-ready JOBS clients can be enrolled, if JTPA is to be successful in meeting these standards.*

What Clients Will Benefit from JOBS?

JOBS serves a wide variety of clients. Three ABE/GED students who were interviewed in Trumbull County presented a microcosm of the range of characteristics and attitudes that the JOBS program must deal with. One was positive about the classes, one was negative, and the third was frightened. Their attitudes about the program were clearly related to the progress they were making in the ABE classes.

The positive client was a young, ADC-U father. He felt he was doing well: "I'm reading a lot better, and I really flew through my math." He was confident he would get a GED and this would lead to a job. The negative client was a young mother of a nine-year-old child. She complained of the compulsory aspect of the program. She said she had first been notified about JOBS in 1989, but was in pending status for about two years because of what she described as "health problems." In April 1991, she started attending the classes regularly and was not happy about having to do so. The teachers she described as "beautiful," but she did not like having to go to classes every day. She said "I don't like to be threatened with things [cash assistance] being taken away."

The frightened client was a 53 year old mother who in a short time would no longer be eligible for ADC because her youngest child would be 18. She had quit high school in the ninth grade because "I wasn't doing too good." She had been attending the ABE classes for about four months and described the teachers as "real nice," but she was having problems:

> I don't know if I am going to learn. I can do the simple work, but not the big fractions. I have a bad memory; I don't remember what I read. I'm 53 years old. Where am I going to get a job? I also have health problems.

These three clients demonstrate how much the success of the program depends on the characteristics that the clients bring to the program. The young man is likely to benefit from his participation. He is apparently fully capable of earning his GED, and could go on to additional education or training. He did well in mathematics and that is the biggest barrier for most GED students. The young woman appeared capable of earning a GED, but resented the JOBS requirements. She initially claimed health problems that delayed her from participation for two years. When she could no longer substantiate her health problems, it was only the threat of sanctions, not any wish to improve her opportunities, that caused her to attend the GED classes. The older woman will not earn her GED. Her functioning level is so low that she cannot perform the individual reading and studying that is needed to prepare for the GED. She dropped out of high school almost 40 years ago and has held no jobs since then. She might be able to obtain some work experience in a CWEP assignment, but she will soon no longer be eligible for ADC and under recent legislation, GA recipients may receive cash assistance for only six of every twelve months. The JOBS program can offer very little to clients such as she.

The assistant director of one CDHS put it this way: "The public has to come to accept that there are certain core populations [receiving public assistance] that have problems no program is going to resolve."

We hesitate to label our summary statement on this section a "conclusion" because it is virtually a tautology. It does, however, represent our overall impression concerning the likely effects of the program: *JOBS is likely to help clients who view it as an opportunity and have the characteristics desired by employers*. The program probably will benefit few resistant clients directly but will cause some savings in welfare expenditures from clients who leave public assistance or receive lower cash assistance. Some clients are so lacking in the skills and characteristics needed for employment that no amount of training or work experience will enable them to leave public assistance.

Recommendations

Our final round of site visits did not lead to many recommendations beyond those presented in the two previous annual reports. We stand by those previous recommendations and have seen evidence that some of them are being implemented in some of the counties. For example, we recommended the development of a high quality videotape that provided a positive overview of JOBS. Trumbull County has produced such a tape, and even though it is specific to Trumbull, it could be put to good use in other counties. It certainly would be an improvement over several of the orientations we have sat though that consisted of assessment interviewers reading aloud handout material about JOBS while the clients followed along on their own copies.

RECOMMENDATION 1:

> Improve tracking and monitoring systems to provide timely information on whether clients are carrying out the activities they agreed to in their employability plans.

This recommendation follows directly from the information available on reporting rates at CWEP sites in large counties. The quality of this information is variable, and the poorer it is, the worse the reporting rates appear to be. It is our judgment that tracking and monitoring in large counties are the major operational weaknesses in the current implementation of JOBS, and potentially the most damaging to the public's perception of the program.

RECOMMENDATION 2:

> Examine the feasibility of a case management system where the same staff member retains responsibility for all JOBS-related activities with a client from initial interview through exit from the program.

The rural counties with relatively few JOBS participants also have small JOBS staffs and have adopted a case management approach because it was most natural for their size. Case management appears to be associated with a better knowledge of the clients by the staff and better compliance with employability plans by the clients. One fairly large county, Trumbull, switched to case management in FY 1991 and the early assessment by that staff is positive. Besides the improved services we think case management would yield, it should also lead to a higher level of accountability by the staff members for the performance of their clients. If increased accountability were achieved, it would help to strengthen tracking and monitoring activities.

RECOMMENDATION 3:

> Consider the feasibility of assigning to JOBS staff the responsibility to issue notifications of intention to sanction (Form 4065).

This could be a natural component of a switch to a case management system. Case managers would be responsible for using information generated by the tracking system to determine if their clients were fulfilling their assignments. The case managers would be the ones responsible for issuing and following up on the notification of intention to sanction, thereby increasing the accountability of the case managers for their clients. Montgomery County implemented this recommendation without a case management system and it resulted in a doubling of the notifications to sanction issued and verified.

RECOMMENDATION 4:

> Provide for case management services in contracts with providers.

Many JOBS clients require more reminders and assistance than the program staff can provide. Montgomery County has begun to include payment for case management services in its contracts with providers. These include contacting clients to determine why they missed classes and arranging for services from other community agencies if the clients are having problems. Given the multiple problems that many JOBS clients encounter, methods of bringing a variety of services to bear are needed.

RECOMMENDATION 5:

> Develop guidelines for assignment of clients to components based on identified characteristics of the clients.

The priorities of JOBS are reflected in the assignments clients receive. In some cases, however, the priority given to education seems *in*appropriate. It is our judgment, for example, that ABE/GED was an inappropriate assignment for the fifty-three year old mother discussed above who had dropped out of high school in the ninth grade and scored at fourth and fifth grade equivalency on tests of basic skills. It is extremely unlikely that she will ever earn a GED, and even if she did, it is unlikely that the certificate would do much to improve her chances for employment. More appropriate placements for such individuals are CWEP sites that do not require high levels of academic skills. If these individuals demonstrate good work habits at such assignments, a job offer or a reference for another job may follow.

Other guidelines could be developed. These guidelines initially will have to be based on the experiences of program staff, but eventually they can be derived from the findings of the impact and qualitative analyses that relate client characteristics and program experiences to client outcomes.

RECOMMENDATION 6:

Develop guidelines for monitoring the progress of clients assigned to E&T. Require reasonable progress toward a defined goal to continue this assignment.

We had the impression that many of the clients attending ABE/GED classes had accepted this assignment because they saw it as the easiest way of satisfying their JOBS requirements. Since our site visits, there has been a change in JOBS regulations that should reduce the number of clients who choose ABE/GED for this reason. Under the new regulations, any of the hours required by the amount of a client's cash assistance that are not spent in class must be satisfied in another assignment, usually CWEP.

This change should reduce the number of clients who choose ABE/GED as the easiest alternative, but there will still be a need to monitor the progress of those in the program. A two-year limit should be sufficient for almost all students. Clients who do not obtain their GEDs within two years are unlikely to do so. If a client takes longer than two years but is making continuous progress, an extension could be granted.

RECOMMENDATION 7:

Explore ways to foster community advice and involvement in the conduct of JOBS.

The meta-finding of this process analysis is that they are no simple answers to improving the employability of welfare recipients. To paraphrase Abraham Lincoln: The various services offered by JOBS can help some welfare recipients most of the time and most recipients some of the time, but they cannot help all recipients all of the time. The problems that recipients face are numerous and interrelated. If their problems were not so intractable, recipients would be working and living a better life than public assistance can provide.

The "welfare department" did not cause the problems its clients face, but it is charged to do the best it can--within the limits of its resources--to deal with them. JOBS takes a major step toward involving community agencies through its referrals to E&T and other services, but additional methods of fostering greater community "ownership" of the problems of welfare clients should be explored. One method being used in Montgomery County is a Welfare Reform Oversight Committee. This committee meets quarterly to review the performance of the JOBS program and to make recommendations to deal with problems being encountered. Other counties should explore whether such committees or other methods of encouraging broad involvement of their communities would be helpful to their programs.

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PART II

INDIVIDUAL COUNTY SUMMARIES

INTRODUCTION

In Part II of the report we present summary descriptions of the implementation of the JOBS program in the 15 demonstration counties. The summaries are based primarily on the visits we made to the counties in 1991, but also integrate major findings from previous visits. The actual dates of all visits are noted for each county. The format of the summaries is the same for each of the counties. Each summary begins with a brief description of the major characteristics of the county: its population in the 1990 census and the change from 1980, its ADC caseload in June 1990 and its ADC rate per 1,000 population, and its unemployment rate in June 1991 and for all of 1990.

The structure of the JOBS program at the time of the 1991 visit is presented together with changes that occurred in the structure or staffing from the prior visit. We describe the enrollment, orientation, and assessment procedures used in the county and the factors that are considered when assigning clients to components. These descriptions are based on interviews with program staff and observations of orientation sessions and assessment interviews. The CDHS directors and IM supervisors were also interviewed during the site visits, and their comments and observations are sometimes presented.

We then discuss each of the major components of the JOBS program in the county. This information was obtained from interviews with representatives of community agencies or employers cooperating with the JOBS program and from clients assigned to these agencies or hired by the employers. In all counties we present information on Education and Training (E&T), Community Work Experience Program (CWEP), and Job Club. The Subsidized Employment Program (SEP) and on-job-training (OJT) are discussed in those counties that had these components. We also comment on the nature of the relationships between JOBS and the cooperating agencies, particularly with the administrative entity for Job Training Partnership Act (JTPA) programs.

We conclude each summary by noting those features of the JOBS implementation in that county that had the most lasting impact on our perceptions of the county. To signal the more subjective nature of this section, we label this section "Impressions."

BROWN COUNTY[1]

Brown County is located in southwestern Ohio, close to but not part of the Cincinnati metropolitan statistical area as defined by the federal government. Brown's western boundary is about 25 miles east of downtown Cincinnati, and its southern boundary is the Ohio River. The exclusion of Brown from the federally defined metropolitan area indicates a low level of commuting and other economic ties between Brown and the more urbanized counties it borders on its west.

The largest town and county seat, Georgetown, had a population of 3,627 in the 1990 census. The total county population was 34,966, a 10 percent increase over 1980. In June 1991, there were 791 ADC cases in the county, or 20.6 per 1000 population, which ranked Brown ninth among the 15 demonstration counties. Of all ADC cases, 15.9 percent were ADC-U. The number of cases in 1991 had increased 135 over the previous year and the percentage of ADC-U cases was 2.8 points higher.

The main private sector employers in the county are manufacturers who have not been hiring during the past year. The JOBS administrator reported a general slowing of the economy which was reflected in a rising rate of unemployment. In 1990 Brown County had 7.9 percent unemployed, 2.2 percentage points above the rate for all of Ohio. In June 1991 the rate had climbed to 10.7 percent, 4.3 points above the state rate.

The work program, which is referred to as JOBS, is organized as a separate unit in the CDHS. The county director also serves as administrator of the work program. There are three full-time staff members in addition to the administrator. Two of the full-time staff are assessment interviewers, who also act as case managers, and the third processes forms and maintains the records. A part-time staff member had been discontinued since the previous visit to Brown County.

Assessment/Assignment

The processing of ADC clients into JOBS was being conducted much as it had been during previous visits to the county. When ADC applicants are interviewed to determine their eligibility, they are informed by the IM worker that they may have to participate in JOBS. They sign a county form that indicates they understand their responsibility to appear for an assessment interview. All clients considered eligible for JOBS are referred directly to the work program.

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[1] Site visits conducted on February 21, 1989, January 30 and June 20, 1990, and June 11-12, 1991.

The work program sends a notification letter to all referrals specifying the date and time they must report for assessment. Enclosed with the letter are a six-page personal history questionnaire and other forms the clients are asked to complete prior to their scheduled assessment.

Assessment is conducted in two parts, a group orientation and testing session on the first day followed by individual interviews on separately scheduled days. The testing portion uses the full TABE. The Locator is administered early in the session to allow time for scoring so the appropriate level of the follow-up test can be determined. During this site visit, only the orientation portion of the session was observed. This portion lasted 25 minutes. Twenty-two clients had been scheduled and 10 attended, nine females and one male. GA and ADC clients attended the same session.

Most of the orientation consisted of a review of a handbook describing the JOBS components and the administrative procedures of the program, including sanctioning and grievance. This handbook has the acronym "BEACON" which stands for Better Education and Career Opportunities Now. The assessment interviewer who conducted the orientation did a much better job of keeping the tone of the session interesting and informal than staff in other counties who have been observed conducting similar sessions. Perhaps because Brown County conducts only one of these sessions a week, they do not become as dull and repetitious as they do for staff who conduct them everyday.

At the end of the session, the clients are scheduled for individual meetings with the two assessment interviewers. These interviewers divide the JOBS participants alphabetically and act as case managers as well as initial interviewers. Both reported that clients' interests and wishes are the major influence on the type of assignments they receive, but they strongly encourage anyone without a high school diploma to enroll in a GED program. They also attempt to identify any barriers that may prevent clients from carrying out their assignments. In a rural county, child care and transportation are often problems.

One assessment interview was observed during the site visit. This was actually a reassessment with a woman who had been in the JOBS program almost since it began. Her experiences provide a singular example of the way the planners of the JOBS program hoped it would work. This client was a single mother whose former husband had sexually abused her children. Both she and her children were in counseling to deal with the effects of the abuse. One of her children was being treated for cancer and the client, herself, had a physical disability that might eventually cause her to use a wheelchair.

When the client had her initial interview for her JOBS assessment and was informed of the nature of the program, she indicated an interest in a postsecondary program to prepare to work with individuals with disabilities. The family counselor whom she and her children were seeing because of the sexual abuse had some reservations. The counselor was not sure the client could handle the additional stress of attending college. Nevertheless, the client decided to try.

The JOBS program arranged for her to enter the program at Southern State Community College that provides support to ADC recipients participating in JOBS. At Southern State, this program is called SAT--Striving, Arriving, Thriving. She did very well in this program and was interviewed just two days prior to receiving her associate degree, a ceremony to which she had invited her JOBS case manager. She was planning to continue her education at Wright State to obtain a bachelor's degree in rehabilitation.

She credited the JOBS program with turning her life around. "If it weren't for this program, I wouldn't have made it. Studying has been my saving grace. When things got real bad, I could get away by studying." The SAT program at Southern State, "Gives you back your self-esteem. I was in a rut. I didn't think anything was possible. Now, even if I have to use a wheelchair, I can tell the people I will work with 'I know where you're coming from.'"

Her appreciation of the assistance she received from the CDHS went beyond the JOBS program. She also credited the department with arranging for the counseling and medical services her family had received. They provided "Everything I needed. They were more than willing to help. If [her JOBS case manager] didn't have the answer, he found somebody who did." Her one complaint was that the $25.00 work allowance "in no way covers the cost of traveling to attend classes five days a week."

Program Components

Since Brown is a rural county with limited employment opportunities, it assigns a large proportion of its JOBS participants to E&T and CWEP programs and relatively few to Job Club. It wrote a few SEP contracts during FY 1990 but experienced delays in being reimbursed by ODHS for the grant diversion. It had no SEP contracts in FY 1991. Of those in E&T, approximately half were in ABE programs, including GED, and half were in occupational training or college programs. The primary E&T providers are Southern Hills Career Center (a joint vocational school) and Southern State Community College.

The director of adult education at Southern Hills, who serves on the advisory committee for the CDHS, was interviewed. He reported very good working relationships with JOBS, including direct reimbursement for occupational training. The JOBS programs enrolls some clients who desire skill training directly and refers some to JTPA, depending on the type of training desired. The program pays his center $2.00 per hour of instruction in courses that require consumable materials, and $1.50 per hour for courses without materials. There is no direct charge for ABE students, but the JOBS program provides $5,000 for the teacher's salary so classes can be offered during the summer.

Brown County has a limited tax base and public employers are eager to receive CWEP assignments. The CDHS has approximately 30 contracts with villages, schools, and other agencies, and has clients assigned to about 90 percent of them. One of the contracts is with the county recycling center. This center runs its own van to transport clients so lack of transportation is never a reason for declaring clients who have no other barriers to working as not job ready. There is a charge for being transported, but clients have the option of working additional time to pay the charge. The JOBS administrator estimated that about 85 to 90 percent of the clients assigned to CWEP are working their assigned hours each month.

The number reporting to the CWEP supervisor who was interviewed was close to the administrator's estimate. This site had 10 clients assigned and their supervisor said that 8 were reporting regularly. The clients assigned to this site, a small local school district, performed custodial tasks or worked in the school cafeteria. In the judgment of their supervisor, almost all of the clients who report do a good job. Some work as hard as regular employees, but a small minority, about 10 percent, have to be supervised closely. Their supervisor thought that participating in CWEP had a good effect on the demeanor of some clients, "It brings a lot of them out. Meeting people makes them more outgoing." The supervisor had no complaints about the JOBS program nor was there any type of additional assistance she would like to receive from JOBS. Her one suggestion for improving the program was to make all those who are assigned actually put in their hours.

This was the same suggestion received from the two CWEP participants who were interviewed at this site. They were interviewed separately, but their comments were almost identical. The first one said: "There are some [assigned] here who don't show up. It's not fair. Make the others do their jobs. Everybody should work for their check." The second one said: "Some don't want to do their part. Some are mad just because they have to be here. Make those who are supposed to work come in."

The employer who was interviewed was also a CWEP site that had hired some of the clients who had been assigned. This was the county hospital. The hospital representative who had hired former CWEP clients was responsible for cleaning and maintenance. Clients who performed well were hired as openings became available. She stated, "Why not hire them? They are trained and it [CWEP] saves me and the hospital money."

One of these former clients who had been hired by the hospital was interviewed. He had initially been assigned to the recycling center but has requested a change because of the conditions there. He had performed well enough at the hospital to be offered a job. This job paid $5.05 per hour with a 40 cent differential for the second and third shifts. Unfortunately, he was working only 32 hours per week which did not qualify him for lower rates on the medical insurance offered by the hospital. He was on the last month of his extended ADC medical benefits and would have to start paying $150 to $160 a month for insurance. With taxes and medical insurance deducted from his gross earnings, there was clearly little financial incentive for this former recipient to keep working.

Job Club was provided in FY 1991 just as it was during the previous year. The JTPA administrative entity, Adams-Brown Counties Economic Opportunities, Inc., conducts the program under a performance-based contract that charges a maximum of $100: $25 at enrollment, $50 if a client completes the classroom portion of the club, and $25 if a client obtains a job during the 60 days of job search following the classes. The clubs are conducted in Georgetown, are limited to JOBS participants, and are scheduled once every three months. Classroom sessions are conducted for three hours a day, four days a week for three weeks. They cover topics such as job applications, interviewing skills, preparing resumes, and identifying job leads. After the classes, the clients are required to conduct their own job search. Once a week they must report their efforts including the number of leads generated and employer contacts made.

During FY 1991, clubs were conducted in September, January, and April. The time periods between the clubs were needed so there were enough clients assigned to conduct a club. Even with these periods, however, a fourth club was not conducted during the year because insufficient clients had been assigned. The JOBS program is attempting to be more selective and send only those clients who meet the JTPA definition of job ready which is more stringent than that used in JOBS. Thirty-three clients completed these clubs and 11 obtained jobs that paid an average wage of $6.44 per hour.

Job Club represents the major form of cooperation between JTPA and JOBS. Clients interested in on-the-job or some types of skill training are referred to JTPA by the JOBS interviewers. The JTPA director for the SDA in which Brown is located said, however, that he has virtually stopped writing OJT contracts because of the restrictions placed on such contracts by the U.S. Department of Labor.

Impressions

The JOBS program in Brown County appears to be fully integrated into the ongoing operations of the CDHS. It is processing newly referred clients with little delay. It has good relationships with providers of education and skill training and JTPA. Over 80 percent of the clients assigned to CWEP work their assigned hours, and those that do not are identified and sanctioned. The percentage of clients obtaining employment through Job Club is low, but that appears to be more a function of the economy of the county than the way the club is conducted. The JOBS program has responded to this problem by limiting those assigned to Job Club to the most job ready clients.

The implementation of JOBS in Brown County has been facilitated by a relatively small number of recipients. This has allowed a case management approach that enables the JOBS staff to have an on-going relationship with their clients. This relationship can communicate two quite different messages to clients, but both are conducive to the implementation of JOBS. For those clients who are receptive to the opportunities JOBS can provide, the case manager can act as a guide, ombudsman, and source of support in navigating the bureaucracies clients encounter as they attempt to obtain the various educational, health, and child care services they require. In contrast, those clients who are resistant to the JOBS requirements know that their case manager will be informed of their performance and will take action if that performance is unsatisfactory. Both messages contribute to achieving the objectives of the program.

Brown County has the additional advantage that the CDHS director also acts as administrator for JOBS. As such, he must be familiar with the requirements of the program and has a perspective unique in the 15 demonstration counties on how it should fit with the other functions of the department.

Perversely, the difficulties that Brown County has had with CRIS may also have contributed to the implementation of JOBS. Brown County chose not to attempt to develop an internal capacity to work with CRIS and has contracted for these services with Hamilton County. This arrangement has not been entirely satisfactory, especially in the early stages. Hamilton was not entering Brown County's CRIS data and the system was virtually useless to Brown. This seems to have led to the development of internal communication and record systems that have enabled Brown County to track and monitor the status of its clients.

CHAMPAIGN COUNTY[1]

Champaign is a rural county in the central western part of the state (two counties west of Columbus) with a population in 1990 of 36,019, an increase of 7 percent over 1980. In June 1991, Champaign had 388 ADC cases, 74 more than a year earlier. Its rate of 12.8 cases per 1,000 population ranked thirteenth among the demonstration counties. Sixteen percent of its cases were ADC-U, an increase of almost 5 percentage points over the previous year.

The county's main economic base is agriculture, but it has many small manufacturers in a variety of industrial areas. There are also several trucking firms operating in the county, and the JOBS administrator said these have been a source of employment for her clients. Much of the workforce commutes out of county to jobs in Springfield, the major city in an adjacent county. A few work at the Honda plant in Union County (also an adjacent county). The unemployment rate in 1990 was 6.8 percent, a full percentage point above the state average.

The JOBS program is part of what the county director referred to as "on-going/eclectic" IM. By this he meant it has responsibility for several functions except for IM intake. The JOBS administrator reports to the supervisor of this unit. The JOBS staff includes an employment specialist in addition to the program administrator. This specialist is a regular, full-time employee who was hired after the departure of the student intern who had been part of the staff during the previous visit. The administrator and the employment specialist act as case managers keeping responsibility for the clients they initially interview as long as the clients remain in JOBS. The program does not have its own clerical assistance, but one of the clerks from the department pool handles most of the JOBS forms.

Assessment/Assignment

Almost all (90 percent) of the cases in Champaign County are on CRIS-E and this system is the primary way clients are referred from IM to JOBS. A few cases are still referred manually. When referrals are received, notification letters are sent instructing the clients to report for orientation and testing. These sessions are conducted every other week on Monday and Tuesday, and the Locator test of the TABE is administered. At the end of the session, an individual appointment is scheduled.

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[1] Site visits conducted on February 13, 1989, January 23 and May 15, 1990, and June 27-28, 1991.

The JOBS administrator estimated that only about 30 percent of those sent notification letters report at the time initially scheduled, and another 15 provide good cause and are rescheduled. Notices of intention to sanction are sent to approximately 30 percent and this causes about 10 percent more to report for assessment. Sanctions are applied to about 20 percent of those originally sent notification letters. The remainder should not have been referred to JOBS, stop receiving ADC, or move out of the county before they are assessed. The program administrator reported that she was "pretty much up-to-date" and had very few clients waiting to be brought into the program.

The individual assessment process was quite different in 1991 than that observed in 1990. The major change was that JTPA was no longer involved. (Champaign County is part of a five county JTPA consortium that has an office in Urbana, the county seat of Champaign County.) During the previous year, a JTPA representative had participated in every assessment. This included reviewing the client's file and discussing a tentative employability plan with JOBS staff prior to the interview. The JTPA representative also participated in the interviews with clients.

In 1991, there was no JTPA participation in assessment. The administrator said there were two reasons why JTPA was no longer involved: first, JTPA had requested some funding for their staff member's involvement, which could not be provided, and second, there were frequent disagreements between the JOBS and JTPA representatives concerning appropriate plans for clients. The JTPA director confirmed these reasons and added that the two agencies differed in what they considered to be a job ready client.

Another difference from the assessment interviews observed in 1990 was that in 1991 they were conducted on-line with CRIS-E. The interviewers entered the clients' answers as they were given. To the observer, the use of the computer seemed to reduce the focus on the client. The process of entering information required so much of the interviewer's attention that the computer almost seemed to be a third person, or fourth if the observer is counted, in the interview. It may be that as interviewers become more familiar with CRIS-E, the computer will seem less intrusive. The staff in Champaign was probably as, or more, experienced with CRIS-E as the staff in any demonstration county; nevertheless, the computer still seemed to require a good deal of their attention.

The two interviews that were observed were with young women, both of whom were volunteers. One was a high school dropout who had her first child when she was 17 and was two days away from her 29th birthday when she was observed. She was quiet and volunteered very little during her interview. During the debriefing with the observer after the interview, she stated, "I want to get my life started. I've been on hold too long--I've spent a long time raising kids." She had scored well on the reading portion of the TABE, a grade equivalent of 10.9, but at only a 5.2 grade equivalent on mathematics. She was assigned to pending status until the fall when her older children return to school. She then was to be assigned to a GED class she could attend while child care was provided for her youngest child who was not yet in school.

The other client was a high school graduate who had attended Clark State, the community college in an adjoining county, for one quarter. She stated she had completed all the requirements for that quarter but had not received credit for the courses because she was in default on her student loan. Her default also made her ineligible for other aid. She stated she had dropped out of college because her boyfriend did not want her to attend college or hold a job. She stopped living with this boyfriend when he became abusive to her child.

The client had volunteered for JOBS in the hope she could begin attending college again. She stated she wanted to get a good job so she could "send her son to college." (Her son was 18 months old and his mother had brought him with her to the interview.) She said she knew she could get a low-skill job, but wanted to get "on a ladder [toward a good job] so I can get a job where my son will be proud of what his mother does." The interviewer assigned her to the Board of Regents program for ADC recipients at Clark State, which is called Turning Point. He stated that program would try to help her find financial assistance. The two interviews had taken 40 and 45 minutes each.

Program Components

Champaign County assigns about equal numbers of clients to E&T and CWEP. Its primary E&T providers are JTPA and a joint vocational school. Surprisingly, JTPA conducts ABE/GED classes in which it enrolls JOBS clients under a performance-based contract. This arrangement is unique in the demonstration counties. JTPA is reimbursed $321.32 for every client who progresses two grade levels or obtains a GED, up to a maximum of two payments per client. During FY 1991, this program enrolled approximately 130 clients assigned by JOBS, both ADC and GA, and received 18 reimbursement units, of which 14 were for clients who earned their GEDs. The director of the ABE program estimated that the reimbursement represented approximately one-third of the cost of conducting classes for JOBS clients.

The ABE director thought that about 15 to 20 percent of those assigned never report for classes and that about 10 percent of those who start classes stop coming. Champaign provides transportation for those assigned to E&T so that is not an excuse for not attending. He said some of the students assigned by JOBS are less involved in their classes than the students who decided to take ABE on their own. In most cases, however, he has been able to "turn them around, so far." It has been his observation that many of the mothers of young children who volunteer to take part in JOBS are quite motivated, obtain their GED, and go on to two-year technical programs.

The ABE director's major complaint about working with JOBS was one that was heard in only one other county. Monthly attendance forms for JOBS students were being sent to his program from ODHS in Columbus, not from the county JOBS program. These forms were coming in a few at a time in separate mailings. He did not understand why they were not accumulated and sent to him as a batch for all students.

Like other rural counties Champaign assigns a fairly high proportion of its clients to CWEP. The JOBS administrator said that CWEP is "not a big push," but CWEP receives almost as many assignments as E&T. The CDHS has CWEP contracts with 23 agencies, and clients were assigned to 15 of these when the county was visited. The JOBS administrator estimated that 90 percent of those assigned to CWEP are working their required number of hours.

The reporting rate at the CWEP site that was visited was not nearly as high as the administrator's estimate. This site was a multi-county agency that provided a variety of services from different funding sources to low income families and individuals. The supervisor at this site said she had seven JOBS clients assigned, but only two were reporting as scheduled. Those that did report performed many different tasks including cleaning the agency office, acting as receptionist, picking up surplus food from supermarkets, working in food pantries, and delivering meals to elderly and homebound. The supervisor appreciates the assistance CWEP provides, and she also feels that the work is good for the clients, "It makes them feel needed, that they are worth something."

Job Club was another link between JOBS and JTPA during FY 1991. During the previous year, JTPA had conducted clubs for JOBS clients at a flat rate of $2,200 per club. In FY 1991, reimbursement was changed to a performance-based contract with a payment schedule of $184.60 if the client completed 10 of 15 classes or became employed, an additional $200.00 if the client remained employed for 30 days, and an additional $55.70 if the client remained employed for 90 days. Under this agreement, the JOBS program referred 57 clients to the Job Club and the program was billed for 31 clients who completed the program and 12 who obtained jobs. The JTPA administrator said many of those who were referred never showed up or attended only a couple of classes.

A Job Club consists of three weeks of classes for 3 hours a days, 5 days a week, followed by 5 weeks of self-directed job search. As with E&T, the attendance forms for Job Club were being mailed from ODHS, not from the county, and many were not arriving when they should.

During interviews at the CDHS, it was obvious that the county staff had some concerns about the Job Club and were considering establishing their own. The county staff felt some of the Job Club coaches did not understand the special characteristics of JOBS clients. One county staff member went so far as to say "There are some coaches who humiliate our people." A telephone follow-up in January 1992 indicated that this concern had led the JOBS program to develop its own Job Club.

Another link between JOBS and JTPA in FY 1991 was cooperation on SEP. JTPA developed jobs and provided the funds for the grant diversion for the first month of employment. JOBS, in turn, reimbursed JTPA for its expenses. The JOBS administrator said JTPA had arranged nine such placements during the past year, but not all of them had provided useful training to the clients. In one case, the individual was asked to work 72 hours a week. In two other cases, the clients were laid off after the grant diversion ended.

Two employers were interviewed, both of whom had hired JOBS clients under SEP contracts. One employer had also hired a JOBS referral without a wage subsidy. Both employers paid fairly attractive starting wages, $7.12 and $7.80 per hour, and provided health insurance for the workers and their dependents after the workers completed their probationary periods. These periods were well within the one year of transitional benefits for former ADC recipients. Perhaps because of these wages and benefits, the former clients were still employed at the time their employers were interviewed. With one employer, the clients had been employed 15 months; with the other employer, only one and two months. One of the employers has hired other JOBS referrals who "couldn't take it" and stopped coming to work after only a few days. The other employer had received referrals of clients who had never reported for interviews.

The employers stated they had used their usual selection processes and provided the same amount of training for the SEP clients as they would for any new person hired. The wage subsidy was a plus, but the clients had to perform as well as any new hire to retain their jobs. The former clients also received the same supervision as other workers. The paperwork associated with the SEP contracts was not seen as a problem and they reported no delays in receiving their subsidy payments. Both said they were likely to hire other referrals from JOBS.

Impressions

Champaign, like Brown, is a low population county with comparatively few ADC recipients. It is in counties like this that the JOBS program appears to have been easiest to implement. These counties have the disadvantages of limited job opportunities, no public transportation, and fewer education and child care providers than the large, metropolitan counties. They have the advantage, however, of fewer clients to enroll, assess, assign, and monitor. The staff are not overwhelmed by the number of clients to be processed and consequently can keep continuing personal contact to ensure that clients carry out their employability plans.

The most interesting development in Champaign County has been its movement away from a high level of involvement with JTPA. In 1990, JTPA was a full partner in assessment, the provider of ABE/GED classes and Job Club, and the developer of SEP contracts. In 1991, JTPA was no longer involved in assessment, and starting in FY 1992 the JOBS program began conducting its own Job Club. The JOBS program inability, or unwillingness, to pay for some of the time of the JTPA staff member who took part in the assessment is one reason for less involvement. More fundamental, however, appears to be a judgment on the part of CDHS staff that they can serve their clients more effectively themselves. This is usually expressed in some version of "We know our people." The implication of this statement, of course, is that other agencies do not understand the characteristics and needs of welfare clients as well as CDHS staff. And this feeling is not unique to Champaign County.

CLERMONT COUNTY[1]

Clermont County is on the eastern boundary of Hamilton County and includes many suburban communities of Cincinnati. It is a county in transition from being mainly rural to being a more integrated part of the Cincinnati metropolitan area. Much of its economic activity takes place along the outerbelt that circles the eastern side of the Cincinnati metropolitan area and includes many service industries, such as restaurants, retail stores, gas stations, and hotels/motels. The largest employers in the county include two manufacturers, Cincinnati Milacron and Ford, and a service company, Holiday Inn.

The county population in the 1990 census was 150,187, a 6.4 percent increase over 1980. The county's total ADC caseload in June 1991 was 2,156 an increase of 243 over a year previously. The percentage of ADC-U cases had increased only .4 of a percentage point to 13.7 percent. With 14.4 ADC cases per 1,000 population, Clermont ranks eleventh of the 15 demonstration counties. The JOBS program staff reported that most of the caseload resides in the southern half of the county, which has a more depressed economy and lower-skilled work force than the (more suburban) northern and western portions of the county. The county's unemployment rate in 1990 was 5.0 percent, .7 of a percentage point below the state average. Its rate in June 1991 was 6.3 percent, .2 of a percentage point below the state average.

The work program is located in the IM unit, and the work program administrator reports to the IM Supervisor. The program staff in 1991 was the same as the previous year: the administrator, two assessment workers, an E&T/CWEP specialist, and a clerical support worker. During FY 1991, Clermont had entered into a contract with the JTPA agency for the county to conduct assessments of JOBS clients. The JOBS administrator did not think this contract would be continued because JTPA staff could not access CRIS-E, and the county was moving toward on-line assessment interviews.

Assessment/Assignment

The process of identifying, assessing, and assigning ADC clients to program components was much the same in 1991 as it was in 1990. Clients are referred to JOBS by IM. When the referrals are received, the program sends notification letters that inform the ADC recipients that they must report for an orientation and testing session. One session per week is conducted on Tuesday morning. At the session that was observed, 30 clients had been scheduled and 10 attended. The staff said the number attending was lower than usual, but that the percentage reporting at the time they are originally scheduled had not improved in the past year.

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[1] Site visits conducted on February 16, 1989, February 1 and June 19, 1990, and July 2-3, 1991.

The addition of testing to the initial session reduced the amount of time spent in group informing. When the session was observed in 1990, each of the staff explained an aspect of the program. At the 1991 session, two staff gave all the explanation and administered the test. The explanation, which took 10 minutes, consisted mainly of an overview of an 11 page handbook that was distributed to the clients. This handbook has short descriptions of the program components and a more extensive discussion of the sanctioning procedure. The staff asked several times if the clients had any questions, but only one was asked.

Following the group informing, the TABE Locator was administered. This is an untimed test. As the clients finished their tests, they took them to the staff members monitoring the test and scheduled a day and time for their individual interviews.

Two assessment interviews were observed, but one was with a GA recipient. The ADC interview was with a woman who was the mother of three children aged 11, 15, and 17. She had completed the ninth grade and wanted to obtain her GED so she could attend a private beauty college. She had visited the college and been told that the college would help her apply for financial aid when she obtained her GED. The interviewer assigned her to a GED program at a school close to her home. Classes were not being offered at that school during the summer so the interviewer put the client in pending status until classes began in the fall. The total interview, including completing and copying the forms took 38 minutes. The interviewer reported that this client was a very easy interview because she had an identified occupational goal and a way to achieve it.

The GA recipient who was interviewed had no goal nor, in the judgment of his interviewer, any likely probability of fulfilling his JOBS assignment. He was a young, single male who claimed he had a high school diploma but scored at only the fourth grade levels on both the vocabulary and mathematics tests of the TABE. He stated he would like to obtain some type of occupational training and the interviewer advised him to visit the joint vocational school and talk with the counselor about the programs available. The vocational school was about a 30 minute drive from the client's home, he had no car, and his license was suspended pending the resolution of legal questions concerning an accident. Until the client was formally enrolled, the interviewer assigned him to a CWEP site in the village where he lived. The interview took 25 minutes.

In the debriefing after the interview, the client repeated his interest in some type of training and said he "always talked about going to school and this is a chance to 'get off the hind end.'" The interviewer was skeptical that the young man would ever visit the vocational school or even report to his CWEP assignment. This skepticism had not been apparent during the interview.

Program Components

The JOBS program in Clermont assigns almost equal numbers of clients to E&T and CWEP, very few to Job Club and almost no one to SEP. This patterns reflects the changing nature of the county. Metropolitan counties refer most clients to E&T; rural counties refer a majority to CWEP. Clermont is evolving from a rural to a metropolitan county and assigns about the same number to each component.

The JOBS administrator estimated that about 70 percent of the clients assigned to E&T are in ABE/GED programs. The major providers of these programs are the Clermont County Board of Education, Live Oaks Joint Vocational School, and a program run by the county JTPA agency. The ABE director for the county board reported that classes are offered at 19 locations in the county during the school year, but at only 6 locations during the summer. During a typical month, these classes have from 60 to 90 clients assigned from the JOBS program, most of whom are ADC recipients. He has a contract with the CDHS that reimburses the county board $2.00 for every hour of instruction, which far exceeded the reimbursement arrangements in any of the other demonstration counties.

The director said that a "small minority" of the JOBS referrals have caused some problems in classes. One such individual was verbally abusive to the teachers and other students. When the ABE director was informed, he contacted the JOBS administrator and "within a very short period he [the individual who had been abusive] apologized in class to the teacher and the students." Excessive drinking is often a factor when there are problems. The ABE director emphasized that such incidents are rare and most students who are initially resistant "come around and feel good about what they are learning."

For the approximately 30 percent who attend other E&T programs, the Board of Regents' program for ADC recipients has the most students. This program, called YES (You Expect Success), is offered at Clermont College, a branch of the University of Cincinnati. As in other counties with similar programs, respondents commended this program for its success in motivating and retaining students. Other students were attending skill training programs at the two joint vocational schools that serve the county and a few were in four-year college programs. The JOBS administrator said that the skill training programs, especially in health and office skills, have good placement records. Unfortunately, only about half of the clients who initially start such programs complete them. The reasons they do not complete are rarely due to the demands of the programs. Instead they typically involve such problems as health conditions, child care, transportation, or simply moving out of the county.

As noted above, Clermont assigns a large proportion of its JOBS clients to CWEP. The CDHS has contracts with 48 agencies in the county and has clients actively assigned to all but two. The program administrator estimated that about 60 percent were reporting as assigned. About half of those who did not report provided good cause, and the remainder were sanctioned.

The CWEP supervisor who was interviewed had the interesting title of Road and Cemetery Superintendent for a small, rural township. He reported that during an average month, he had two CWEP workers assigned, but usually only one of them reported. Those assigned were primarily GA recipients. These workers typically started on road crews, and their job duties included holding the flag to control traffic or working as general laborers. If those assigned demonstrated good work habits, the supervisor assigned them jobs with more responsibility.

A former ADC recipient who had been hired as a part-time employee was interviewed at this site. This individual was unusual in that he was a male single parent with custody of his children. Even though he was considered part-time, he was working 40 hours a week and had been told he would continue to do so at least until November 1991. (He was interviewed July 3, 1991.) He had worked only one month as a CWEP assignee before being offered the paid position. His occupational experience and technical skills were higher than the average ADC recipient. Prior to applying for ADC, he had worked in industrial drafting and had good mathematics and design skills that were useful in the work. He did not reveal what had caused him to apply for assistance but did say he had gone through a divorce in which he had been awarded custody of his children. That custody, he said, "Was the most important thing. All the rest of it [the job and material possessions] they can have." He felt he had been treated very fairly by the JOBS program which had assigned him to the CWEP site, just three-quarters of a mile from his home.

The Job Club, which is called Job Shop in Clermont County, is run by the JTPA agency. The SDA is a consortium of Clermont and Warren Counties that follows an unusual practice of rotating the administrative entity between the counties each year. Since both JOBS and JTPA are under the direction of the county commissioners, they decided that there would be only one Job Club run by the county. During FY 1991 the JOBS program paid $50 for each client enrolled in the club, $100 if the client completed the club, and an additional $100 if the client obtained a job within 90 days. This contract had to be renegotiated for FY 1992 because of the regulation that prevents JTPA agencies from earning a profit for their services.

Few clients are assigned to Job Shop because of JTPA's definition of "job ready." To JTPA, job ready means the clients have all their barriers to employment removed and are prepared to accept suitable employment if it is offered. The JTPA staff perceive JOBS to have a more lenient definition that expects the Job Club to help deal with existing barriers. When the Job Shop instructor was interviewed, he reported that 29 JOBS clients had been assigned and 17 completed the seminars, his preferred word for the group sessions. Of these 17, 10 had found work, 1 enrolled in a secretarial program, and 1 had been assigned to CWEP. The instructor did not know what happened to the others. The instructor provided a partial computer printout of follow-up results that listed 11 clients who had been assigned during FY 1991. Of these 11, 9 reported as assigned but only 4 completed the 10 days of classes and just 1 was listed as employed at a wage of $4.25 per hour.

During FY 1991, there was more interaction between JOBS and JTPA in Clermont than in any other demonstration county except Lake. JTPA did assessment interviews, conducted Job Club, and enrolled clients in its ABE/GED classes. JTPA was not able to continue assessment during FY 1992 because access to CRIS-E is limited to CDHS staff. The degree of cooperation is due at least in part to pressure from the commissioners to minimize duplication in services provided by the county. The fact that there is only one Job Club is the primary example of this emphasis.

The level of cooperation may also arise in part from a special project in the county intended to foster coordination of services. This project was initially funded by JTP-Ohio, the state JTPA agency, and was designed to increase contact and communication among all agencies providing education, training, and support services in the county. The director of this project felt it had definitely increased the sharing of information and personal contacts among the agencies. He considered the length of time it takes different agencies to provide their services as one of the major barriers to increased coordination. Agencies work at different speeds and this makes it hard for them to align their services for specific clients. He also felt that often there were unrealistic expectations across agencies about what others can accomplish. A referral to another agency does not guarantee that the agency that receives the referral will be able to deal with a client's problem.

Impressions

JOBS is being implemented in Clermont County. The program appears to be somewhat understaffed, however, in proportion to the number of clients it has to serve. Its contract with JTPA during FY 1991 was an attempt to assess and assign more clients to program components. As the number assigned increases, however, tracking and monitoring problems also increase and the JTPA contract did not provide assistance in these phases of the program.

The program is well-integrated with other community agencies that provide services to JOBS participants. It had considerable interaction with JTPA during FY 1991, but, like Champaign County, was moving toward less rather than more involvement. Its contract with the Clermont County Board of Education to reimburse the cost of ABE/GED students is the most generous of any of the demonstration counties. Most of the other counties either provide no funds or funds for activities that would not normally be offered. Clermont pays $2.00 per hour of instruction for the record keeping associated with the JOBS referrals.

The major operational problems facing Clermont at the time of the 1991 visit involved processing clients into the program and increasing the percentage of CWEP clients that work their assigned hours. A telephone follow-up in January 1992 confirmed that the JTPA contract for assessments had not been renewed, nor had a new contract for Job Club been negotiated. The JOBS program was exploring other options for Job Club assignments. In FY 1992, the linkage with JTPA that had been observed the previous year was no longer present. Without additional staff, the Clermont program will continue to have difficulty processing referrals to JOBS in a timely manner and monitoring the performance of those assigned to components.

FRANKLIN COUNTY[1]

Franklin County is the second largest county in Ohio. In 1990, the population was 961,437, a 10.6 percent increase from the 1980 figures. The 1990 unemployment rate of 3.9 percent rose to 4.6 percent in June 1991. Even so, Franklin County had the lowest unemployment rate in the state.

Of the 15 demonstration counties, Franklin County has the greatest number of ADC cases to serve (23,561), of which only 5.2 percent are ADC-U cases. With 24.52 ADC cases per 1,000 population, Franklin County ranks third highest of the 15 demonstration counties. Until 1991, only ADC-U cases were served by JOBS; thus, the Franklin County Department of Human Services was working with a much smaller caseload than many smaller counties. During January through March 1991, Franklin County was involved in assessing GA recipients between the ages of 19 and 40. Combined with the addition of ADC-Rs to the participation ranks as of 1991, the staff had a workload heavily weighted with initial assessments. Also between January and March, the JOBS staff more than doubled to handle the increased workload resulting from becoming a fully implemented JOBS county.

The JOBS program in Franklin County was called "Employment Opportunities" until August 1991, when it was renamed "JOBS." Administratively, it remains located in Social Services, and the JOBS administrator reports directly to the Deputy Director of Social Services. At the time of the site visit, JOBS staff were anticipating a move into a newly renovated facility, still physically distant from the main CDHS building. With the space available to them, the JOBS administrator was looking forward to holding some GED classes in the old facility and housing basic literacy classes using the PALS system in the new one.

Assessment/Assignment

Clients receive a letter from JOBS informing them that they must come in for assessment and subsequent assignment to a component of the work program. A review of 10 open and five closed files indicated notices of appointments are mailed to clients seven days prior to the date on which they are requested to appear. JOBS suspended testing during Spring 1991 because the provider was unable to handle the volume of testing. Testing was to resume September 1, 1991. At the time of the site visit, the orientation was provided individually by the assessment worker with whom the client had an appointment.

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[1] Site visits conducted March 30, 1989, February 5 and July 30, 1990, and July 17-18, 1991.

The assessment/assignment staff who were interviewed included in their lists of JOBS responsibilities the following: dispensing information, assessing and assigning clients, participating in committee work (i.e., making recommendations regarding policies and procedures to the CDHS director), obtaining signatures on forms, making outside referrals, adding work allowances, and making code changes. The most important items of information to obtain about a client were thought to be potential barriers to employment, such as child care and transportation, and employment goals. The client characteristics believed to have the most influence on program assignments were level of education and amount of work experience.

Approximately 90 percent of all interviews were believed to be initial assessments. The first assessment and assignment session observed was of a recently separated mother, "Annie," whose highest educational attainment was the eighth grade. She could operate a sewing machine, switchboard, cash register, and use a hammer and a screwdriver. Annie had two years of experience as a motel housekeeper. Annie said she wanted to be a nurse and have a job that would allow her to see her children off to school and be home when they returned. Because Annie does not have a high school diploma, the interviewer suggested she enroll in the E&T component to obtain a GED. Annie declined to participate at the time of the interview; her youngest child would not be three years old for three months.

The second client assessment and assignment session was an initial interview with "Molly," a "kiddie mom." Molly had received a letter telling her that she was being sanctioned because she had missed her interview the previous month. Because she was under sanction, the CRIS-E system would not allow the interviewer to enter data. According to Molly, her case worker told her she did not need to keep the appointment because she had a child under the age of three. Molly was fortunate in some respects: she had a high school diploma, lived on a bus line, and had no health problems or physical handicaps. Molly had enrolled in a beauty school and was scheduled to begin training in four months. First she had to pay an admission fee before she would receive proof of enrollment; however, she also owed $850 on a loan for previous education. Her assessment interview lasted 20 minutes. The interviewer was not optimistic about Molly's chance of success; in her opinion, only 20 to 25 percent of volunteer clients follow-through with school.

Program Components

At the time of the site visit, CWEP assignments were down to 500 participants due to an increase in E&T and Job Club participation. Contracts were in place with 40 agencies that provided a total of 154 sites. About 80 percent of the agencies had clients assigned to them at the time. It was estimated that about 50 percent of clients assigned to CWEP sites actually fully participate.

A policy regarding the length of time a participant could remain at a CWEP site was being discussed but had not been adopted. Generally, clients are left at a site until they "...quit growing," at which time a new placement is sought. Sometimes clients "...grow into higher positions."

The CWEP site visited was a special-needs transportation service. CWEP workers assigned to this site perform building and vehicle maintenance, including cleaning tasks. At the time of the site visit, no ADC clients were assigned to this agency. The supervisor of the CWEP site visited had a negative opinion of CWEP workers. The agency had received both GA and ADC recipients; their performance was described as "slow and lazy in most cases." When they stop working for the agency, it is, in general, because the "work is too hard and they don't want to apply themselves." It was reported that "many have medical problems." However, despite this very negative general opinion, one welfare recipient had been hired to work fulltime at that CWEP site. Another was hired to work in a factory partially because of a letter of recommendation written by the CWEP site supervisor. Also on the positive side, the CWEP site supervisor reported having "good rapport" with the CDHS and that the CWEP workers required no more supervision than anyone else when training. For the kinds of building and vehicle maintenance tasks the clients are asked to do at this site, the agency would have to pay $5.45 per hour.

Because no current ADC or GA recipients were assigned to the CWEP site selected by the JOBS administrator, "John," a former GA recipient, was interviewed. John's first CWEP assignment required heavy lifting that was beyond his ability. He was then assigned to this CWEP site, where he now is employed. John is happy to be employed although he must work a second, parttime job in the evenings to supplement his income. John thinks of the people involved in the JOBS program as being "family" and believes that having a positive attitude is important to being successful.

ABE/GED is provided primarily through the Columbus Public Schools. Occupational skill training is provided through joint vocational schools and career centers. Columbus State Community College also provides services to many clients in E&T. The community college conducts the student retention program jointly funded by the Ohio Board of Regents and ODHS. JOBS clients experience a range of personal problems including child care (clients are not eligible for child care until they are enrolled for the quarter but it takes four weeks then to process the request), transportation, relationships, abuse, and violence. Academically, their levels of preparation vary and they may not be aware of the expectations that will be made of them as community college students. The initial supportive services provided by the student retention program include four weeks of workshops that deal with stress, time management, parenting, and financial aid. During the next three quarters, JOBS clients are eligible for such things as intensive counseling sessions every two weeks or, if necessary, oftener. At the same time, they are eligible for individual services, such as tutoring. In addition, the program can provide a limited number of scholarships and some general school supplies and course-related uniforms and supplies.

Because the program had been in effect only one full quarter at the time of the interview, its success was not yet determined. No one dropped out during the first quarter and clients have said that the services are helpful. Time is needed to generate meaningful data. The E&T participant interviewed was very pleased to have been helped to go back to school. This was the first assignment "Karen" had been given; she had already completed some postsecondary education and was eager to finish a degree.

Attendance at E&T is monitored via monthly attendance sheets. When clients complete programs, they are assigned to another activity. Those clients unable to attend classes the number of hours per month that are required by the amount of their case assistance are given a second assignment when feasible. The hours for the second assignment were not being tracked. The number of class hours were the hours recorded on the 6802.

The Ohio Bureau of Employment Services (OBES), through an agreement with the Ohio Department of Human Services (ODHS), had previously provided the Job Club service but, at the time of the site visit, the contract had ended. Instead, the Job Club component was being provided by two different agencies, Goodwill Rehabilitation Center and Columbus Metropolitan Area Community Action Organization (CMACAO). The fee structures for the two agencies were very different, as was the total cost. Goodwill's contract rates were $106.73 per person per week for three weeks plus a $32.02 bonus for placement for a total maximum cost of $352.21 per person. CMACAO's charges were $364.65 for each client enrolled, $356.73 for each client who enrolled and completed, and $546.98 for each client who enrolled, completed, and was placed. In addition, if 60 percent of enrollees were placed, the contract called for an incentive bonus of $54.69 per placement, for a maximum per person cost of $601.67. Each agency begins new Job Clubs every third Monday. If clients finish the program and fail to find employment, they are reassessed and reassigned to the most appropriate component.

The Job Club provider who was interviewed reports good and frequent contact with the JOBS staff. Classes are held five days a week for three hours a day for three weeks. The first day consists of group-building exercises and motivation; the second day covers goal setting, self-esteem building, and career-path choice; and the third and fourth days are focused on building communication skills. The remaining 11 days cover such topics as application procedures, resume writing, interviewing techniques, and job retention.

The Job Club makes newspapers, a telephone bank, and Job Bank available to participants. (Job Bank consists of postings of jobs at firms which have a member on the agency's Business Advisory Committee.) Videotape equipment is used to improve the skills of those clients who obtain interviews but do not get the job.

Few problems have been encountered with Job Club participants. Most participants appear to appreciate the assistance and the provider agency receives a high score on the satisfaction questionnaire that is administered at the end of each job club. Formal followup of clients who obtain employment is conducted at the end of 7, 30, 60, 120, and 365 days. The major reasons for clients not obtaining jobs are a lack of appropriate wardrobe, the low salaries of jobs, and unrealistic expectations.

The Job Club provider believes that clubs are important to help a person get just any job but to get an *appropriate* job. The instruction in developing a resume and the general support is believed to be crucial in keeping the participant trying. Although some ADC clients would volunteer to participate, some need the incentive of required participation.

"Marie," the job club participant interviewed, wanted to take part in Job Club so much that she had arranged and was paying for her daughter's day care herself because arrangements could not be made in a timely way through the agency. Although only part-way through the program, she felt she had learned to dress appropriately; write resumes, cover and thank-you letters; and interview. She also felt that her motivation to search for a job was much higher.

As in the other demonstration counties, the SEP program is the least used of the four program components. Three job developers were added to the JOBS staff in March 1991. CRIS-E is viewed as making SEP easier to implement because each record, complete with job abilities and interests, will be available for matching with possible jobs.

The SEP site visited was a small, community-based organization. One General Assistance recipient, "Abby," had been placed there through the SEP component. At the end of the six-month placement, Abby was hired and was still working there six months later. Abby came to the position with some job skills and then updated and upgraded those skills. She had received one pay increase since her hiring and was scheduled for another one soon after the interview. Abby was happy in her job and her employer was happy with her performance.

Interaction with Other Agencies

At the time of the site visit, the JOBS program had made arrangements for the Columbus Department of Health to conduct all examinations for recipients requesting participation exemptions for medical reasons. Franklin is the only one of the 15 demonstration counties known to have made this arrangement at the time the site visits were conducted. The impact of this arrangement on the number of recipients obtaining a basic medical exemption and ease of client access to services will be worth noting.

The program's relationship with the Ohio Bureau of Employment Services (OBES) was reported as cooperative. However, the contract between OBES and ODHS for OBES to provide service (Job Club, testing) had not been renewed. The relationship of JOBS to the Columbus City Schools was reported to be excellent as was that with Columbus State Community College. Very little contact with the Bureau of Vocational Rehabilitation was reported; as in other counties, most referrals to BVR are made before individuals reach the JOBS program.

The relationship between JTPA and JOBS is not a close one, although someone from JTPA does sit on the CDHS board and it was anticipated that someone from the CDHS would soon sit on the JTPA board. There also are contacts related to the summer LEAP program and other new JTPA programs. As is true in other counties, Franklin County service providers had misconceptions about the amount of money the JOBS program would have and the number of contracts they could let. This appears to have been a problem in the JOBS program's workings with the local JTPA office.

A relationship of substance has failed to occur between JOBS and JTPA. CDHS staff have hired their own job developers; they state they would not have done so "if JTPA had been helpful. They're miffed about not having the JOBS program." JTPA staff had a somewhat different response, saying that the two programs "have meshed as much as possible within [their] respective goals," but that they have "different goals and objectives and operating criteria." For its part, JTPA believes that the CHDS and JOBS staff do not possess the experience needed to operated the JOBS program. The CDHS does not "have the image or experience" to operate JOBS. They "didn't hire in new staff" but "used social workers already on staff." The requirement of participation in order to continue benefits is believed by a JTPA representative to be unnecessary. JTPA believes that services, such as job development, are being duplicated, and poorly, at that. When individuals are referred by JOBS to JTPA, JTPA believes that money should also be sent to cover services but views JOBS as unwilling to "share the pot."

Impressions

One problem that existed at the time of the site visit dealt with transition benefits, such as Medicaid and day care. The benefits were not being set up in a timely manner. Evidence of this showed up during the interview with the Job Club participant, who had found it more timely to locate and pay for her child care needs herself. At this point in the program, it is surprising that the processing of transition benefits is still a problem.

In general, the morale of the JOBS staff appeared low. A perceived increase in the rules and regulations that govern the JOBS program has been greeted with dismay. The increase is thought to cause staff to focus more on compliance with the rules and regulations and less on the clients. The JOBS staff had doubled between January and March 1991 to meet the increased workload resulting from the processing of ADC-R clients for the first time as well as a special assessment project for GA clients between the ages of 19 and 40. In addition, some staff were working out of boxes (some materials had already been packed for the August 1 move) and some equipment was down. One staff member suggested that training in stress management was needed.

Franklin County is not the only demonstration county in which JOBS-JTPA relations were strained and contact was minimal, but was one of the few where problems in the relationship were talked about freely and openly.

A concern about the length of time ADC recipients spend at any one CWEP location was expressed in a number of counties, including Franklin. One response to this concern was that it was believed unneccesary to move clients from one CWEP site to another until "they stop growing." The reality is that it is difficult to monitor attendance, much less personal development. Moving large numbers of clients every so often would also add a major additional work load to an already stressed staff.

As in most counties with large welfare populations, the numbers to be processed increase the difficulty of the task and the JOBS program in Franklin County is coping with a major expansion in its caseload. The increased space, equipment, and staff expected to be in place by August 1, 1991, however, was anticipated by JOBS staff to be adequate to meet the increased demands.

LAKE COUNTY[1]

Lake County, as its name suggests, is located on the shores of Lake Erie in northeastern Ohio. It primarily contains suburbs of Cleveland which is immediately adjacent to the west. In both its characteristics and the structure of its JOBS program, Lake County is the most atypical of the demonstration counties. It is the most affluent county. Its 1985 per capita income level of almost $11,600 was the third highest in the state and exceeded the per capita income of Perry County, the lowest ranking county in the demonstration, by almost $4,000. Its unemployment rate for 1990 was 5.0 percent, 0.7 percentage points below the state average. In June 1991, the rate had risen to 5.7 but was still 0.7 percentage points below the state average.

Lake County's 1990 census population was 215,499, a 1.3 percent increase over the 1980 population. In June 1991, it had 1,720 ADC cases, 72 more than in the same month in 1990. The percentage of cases that were ADC-U was 10.5, virtually the same as a year earlier. Lake County's rate of 8.0 ADC cases per 1,000 population was 0.3 points higher than in June 1990, but was still the lowest among the demonstration counties.

The atypical nature of Lake County's JOBS program lies in the extent of its linkage with JTPA. All JOBS components except CWEP are provided through JTPA. Much discussion is occurring at state and national policy-making levels regarding the potential duplication of services between JOBS and JTPA. Lake County provides an example of one model for achieving extensive coordination and cooperation between JOBS and JTPA.

The CDHS has a contract with Lake County Employment and Training Administration, the administrative entity for JTPA, which is also a unit of county government. During FY 1991, the contract specified that the JOBS program would pay $250 for each client who was assessed, $200 for each assigned to Job Club, and $478 for each assigned to E&T. In ten and one-half months of FY 1991, from July 1, 1990 through May 17, 1991, 1,017 clients had been assessed, 97 enrolled in Job Club, 46 in ABE/GED, 110 in skill training or postsecondary programs, and 95 referred to CWEP. The Employment and Training Administration had invoiced JOBS $336,968.00 for these services, $11,250 less than the contracted amount. As of March 1991, the JOBS program had no more money for the contract, but JTPA continued to do assessments without reimbursement.

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[1] Site visits conducted March 2, 1989, February 28 and June 26, 1990, and July 10-11, 1991.

The CDHS director is main reason for the extent of coordination in Lake County. When JOBS was originally being planned, she did not want to create what she saw as a duplicate to JTPA in her department. The JTPA director for Lake County--like his counterpart in all the demonstration counties--shared this perception of JOBS and was more than willing to work out an arrangement to carry out many of the mandated JOBS functions.

JTPA conducts assessments and develops the employability plans for all clients, and monitors those assigned to on-the-job training, Job Club, ABE/GED, skill training and postsecondary programs. The CDHS reviews and approves employability plans, adds work allowances, maintains files, handles the conciliation and sanctioning processes, and manages the CWEP component. Clients in CWEP are not enrolled in JTPA, nor in most cases are those assigned to ABE/GED. Only those attending ABE/GED who receive support services from JTPA are enrolled.

Staff from both agencies express satisfaction with this division of responsibilities. The JTPA staff report no problems in communicating with the CDHS. One of the JTPA counselors described his relationship with the CDHS staff as "excellent." Another counselor said: "Before I began working with the CDHS, I had heard nightmares, but it has worked out real well. If I need something, I just call and ask." JTPA and CDHS staff exchange messages electronically via their personal computers, but at the time of the site visit, the JTPA counselors could not access CRIS-E to do on-line assessment interviews. Both the CDHS and JTPA administrators hoped that this would become possible in the future.

Despite the close linkage between JOBS and JTPA in Lake County, there is a wide discrepancy between the number of JOBS clients assessed and the number enrolled in JTPA. When the county was visited, the information for the first ten and one-half months of FY 1991 indicated that of the 1,017 JOBS clients assessed, 95 were referred to CWEP and 253 enrolled in JTPA. Another 282 of the assessments were with mothers of children under the age of six who chose not to participate in JOBS. (During FY 1991, mothers whose children were ages one to five were required to report for assessment but could decline to participate.) Some of those assessed were found to be exempt and should not have been referred or were not job ready because of barriers to employment. It appears that most of the remainder of mandatory participants who were not referred to CWEP or enrolled in JTPA, were referred to ABE/GED classes.

Those assessed and enrolled met 100 percent of the contracted number between JOBS and JTPA. Nevertheless, the number of JOBS clients enrolled in JTPA is only one-third of the mandatory participants assessed. Given the pressure on JTPA to meet mandated performance standards, it seems very likely it was those who were most job ready who were enrolled in JTPA.

Assessment/Assignment

Lake County does not schedule group information/orientation sessions, but IM staff inform clients about JOBS at application and redetermination and give them a four-page summary of the program. They are informed that they will be scheduled for assessment interviews with Lake County Employment and Training. When the JOBS program was visited, the administrator reported that she had a backlog of 350 clients referred by IM who had not yet been scheduled for assessments. When clients report for their interviews, the JTPA counselors review the program options and ensure that the clients understand their rights and responsibilities. Through the first ten and one-half months of FY 1991, 2,248 assessments had been scheduled and 1,017 had been conducted, a reporting rate of 45 percent.

The assessments and assignments carried out by the JTPA counselors appeared virtually the same as those conducted by JOBS staff in other counties. The factors that JTPA counselors consider in developing an employability plan are the same as those reported by JOBS assessment interviewers: educational attainment, work history, test scores, interests, and potential barriers to employment. The counselors administer the Kaufman Test of Education Achievement for reading comprehension and the Wide Range Achievement Test for mathematics. The Kaufman consists of a small booklet of flip charts that the clients read and respond to by following the directions presented in the passage read. Most of these directions call for some physical movement, such as "Raise your right hand," an approach that appears to lower the anxiety usually associated with testing. Clients who perform poorly, lower than a seventh grade equivalent, are almost always assigned to what the JTPA counselors call "remediation" which means ABE/GED classes.

Two interviews were observed, an initial assessment and a re-assessment. The initial assessment was with an ADC recipient, the mother of an eight year old child. Although she was a mandatory participant, she had scheduled her own interview with JTPA before being notified by the JOBS program when she was to report. She wanted to enter a training program to learn to use personal computers. She had graduated from high school and enrolled at the local community college, but transportation problems caused her to stop attending.

Her major barriers to employment were child care responsibilities, transportation, and her status as a former convict who had been incarcerated one year in the Women's Reformatory at Marysville. The counselor suggested she visit the local vocational center to determine what programs were available. He had her sign release forms so he could request information on her eligibility for financial aid from the community college she had attended and the vocational center she planned to attend. She had been the recipient of a Pell grant when she attended the community college and this might make her ineligible for additional aid. He also scheduled her to visit the OBES office for vocational interest and aptitude testing. The interview, including the time for testing, took 85 minutes.

The re-assessment interview was with an ADC mother who had previously been exempt because of the age of her child, but had volunteered to participate. After her initial assessment, however, she had not followed through on the employability plan that had been developed. Her experiences and her goals were similar to the other client whose assessment was observed. She was a high school graduate who had scored well when originally tested. She too had enrolled at the local community college with assistance from a Pell grant to study use of personal computers, and she too had stopped attending. Unlike the other client, however, she came from a middle-class family. She said her father had paid for her sister to attend Baldwin-Wallace, and she hoped he would be willing to "help out with a car for school."

The counselor advised her to check with the community college and another vocational center to determine if she would be eligible for aid. He gave her the forms she had to complete to apply for child care assistance, and stressed the need to complete and return the forms. He also stressed the need to arrange for alternative transportation, with other students at the college or public transportation, in case the client's father would not give her money for a car. As he had done with the other client, he scheduled this client for vocational aptitude and interest testing with OBES. In the debriefing with the counselor, he indicated he was skeptical that this client would follow through on her plans because she had not done so the first time. This interview, with no testing, took 90 minutes.

Program Components

Three-fourths of JOBS clients are not enrolled in JTPA and, except for the approximately 10 percent referred to CWEP, almost all of the rest are assigned to "remediation" in ABE/GED classes. The coordinator of ABE for the Painesville City Schools was interviewed. She reported that in the school year from September 1990 through June 1991, her program enrolled 143 ADC recipients. Of those who enrolled, 92 (64 percent) dropped out. Ninty-six of the original 143 attended at least 12 hours of classes, and out of these 96, 51 dropped out. The coordinator was hopeful that as many as 15 of those who stopped attending in the past school year might re-enroll in the fall of 1991. Of the 96 who attended a minimum of 12 hours, 9 percent passed the GED test and received certificates.

The ABE coordinator feels that many of the JOBS participants who drop out of her classes have learning disabilities. Almost all JOBS students are initially discouraged about their ability to learn and probably would not have enrolled, if the program had not "given them a little nudge." Those who find they can learn often gain confidence and become good students. Writing standard English and understanding fractions and decimals are their main difficulties. Those who are most resistant usually drop out.

The coordinator's recommendations for improving the ABE/GED component of JOBS are to reduce the reporting and record keeping burden and to provide child care where the classes are conducted. Transportation is a problem for many students and it is difficult for them to take their children to child care and then travel to their classes.

As has been noted in previous annual reports, the Job Club in Lake County is unique in that it is not really a club at all. That is, it does not involve any interaction among a group of job seekers. This is considered a critical component in most clubs for it provides support and feedback about the impressions individuals make on those they contact. The club format is a setting for role playing and practicing behavior essential to creating a favorable impression on a prospective employer as well as for dealing with anxieties about the job seeking process.

The Job Club in Lake County is conducted by the Auburn Career Center under contract to the Employment and Training Administration. The job placement supervisor responsible for the club feels an individualized approach is more efficient than a group approach. Working with an individual allows a placement specialist to determine the skills that a job seeker currently has as well as those that he or she needs. The specialist can then design learning experiences that focus on skills the job seeker needs to acquire. The supervisor also feels the confidentiality of a one-to-one relationship can be more supportive than a group situation. He has had job seekers reveal things to him, such as time spent in prison, that he thinks they would be reluctant to share in a group.

Regardless of the arguments that could be presented on both sides of this issue, the basic criterion is does the individualized approach lead to employment? The Lake County Job Club could not provide specific information on the number of JOBS participants who obtained employment, but it did have information on welfare recipients. The JTPA director reported that two-thirds of the welfare clients assigned to Job Club obtained employment. This is much higher than any of the other counties and suggests Lake County is being far more selective in those they assign to Job Club or is using a different figure in the denominator of this rate. That is, this rate may be calculated only on clients who complete the club, not those who are originally assigned. In other counties, we have found that only about half of those initially assigned to Job Club actually report to and complete the club. Only about half of those who complete the club--25 percent of those originally assigned--obtain jobs.

An interview was conducted with one of the Job Club participants. This individual was an ADC recipient as a male, single parent. He was in the club for the second time. The first time he was in he had found a job, but after six months the company he was working for went out of business. He felt the club was helpful with "letters, resumes and stuff." He said:

> Sometimes it gets pretty hard to keep looking out there. This [Job Club] can help. It gets you motivated and keeps you motivated. I get nervous and frustrated, but I know this is something I have to do. They push you to do it.

> Last time [when he was in his first club] I got a lot more referrals, more leads. I guess there may not be so many coming in.

When he was interviewed July 1991, the unemployment rate in Lake County was 5.2 percent.

CWEP is the only component of the JOBS program that the CDHS in Lake County operates itself. Clients who are judged suitable for CWEP when assessed are referred to the supervisor who assigns and monitors clients. Before making an assignment, the supervisor interviews the clients to determine the type of job assignments they would like and to impress upon them "the seriousness of the program." He encourages them, since they have to work the CWEP hours, to find a regular job if they can. The supervisor informs the clients that they must provide good cause when they are absent to their supervisors at their assigned work sites and also to him. Some clients never report for an interview, and this initiates a notification of intention to sanction.

The initial pre-assignment interview seems to have the intended results. It indicates that CWEP is a responsibility that must be carried out. Complaints about CWEP clients who never report to their assigned sites were heard in every demonstration county but were less frequent in Lake. The requirement that clients provide good cause to the JOBS supervisor as well as their work site supervisors also sends a message to clients that their attendance will be closely monitored. The results of these practices are reflected in the 65 percent of assigned CWEP hours that were actually worked: 20,702 worked out of 31,695 assigned. The supervisor said that this percentage is lowered by those who never report. Over 80 percent of assigned hours are worked by those clients who do report to their assignments.

Other indicators of the effectiveness of the CWEP procedures in Lake County were encountered during interviews at the CWEP site visited. This was a program that served homeless and other poor people with free meals, clothing and temporary shelter. This site had seven clients assigned and their supervisor described their attendance as "pretty good." When pressed for more detail, she said some missed a day or so here and there, but all came sometime during the month. "As long as they get their hours in, I'm pretty flexible." The clients worked in the kitchen and did general cleaning and yard work. The supervisor said, "Once in a while we get someone who has to be re-assigned, but most work out. Most are congenial. Those we get from the court program [offenders sentenced to community service] are worse than welfare."

The interview with the JOBS client assigned to this site, in a perverse way, gave further confirmation of close CWEP monitoring. This interview was with an older, male ADC-U recipient. He said that the CWEP supervisor for the JOBS program had sent him to this site, because he, the client, did not want to work outdoors or in an office. The client said that while he "got along" with the JOBS supervisor, "He's not a very popular person.

I've heard people say they would like to shoot or hang him." This comment indicated to us that CWEP clients are aware that their attendance and performance are being watched.

Ensuring that CWEP clients carry out their assignments is essential to the perceived fairness of the JOBS program. If it becomes common knowledge that most clients assigned to CWEP do not work their assigned hours, the more conscientious clients feel that they are being treated unfairly, and the effectiveness of the program deteriorates.

Lake County does not have an SEP component. Clients who are judged suitable for on-the-job training receive it under a JTPA contract. Even these contracts are used sparingly, because of Department of Labor regulations designed to curb abuse of OJT. An interview was conducted with an employer who had such a contract. The company performed a specialized cleaning service for commercial and industrial customers. It was quite small, just the owner and two workers. The JTPA contract subsidized half of the worker's wage of $6.00 per hour for 27 weeks. The job also offered commissions if the employee sold additional cleaning products to the customers they serviced. The job did not provide health insurance.

The employer was generally satisfied with the performance of the JOBS participant he had hired, but he had to terminate him. The JOBS client was an alcoholic whose license was suspended for driving while intoxicated. He had received work driving privileges to drive as part of his job and was hired while he had these privileges. Unfortunately, he was convicted again of driving under the influence, the privileges were canceled, and the employer had to terminate him. The employer said he was not certain he would hire under a JTPA contract again because it takes so long for the paperwork to be processed. He said, "I'm not sure I can wait until the paperwork goes through. Send me somebody today when I need him. There is a good pool of other people looking for these kinds of jobs."

Impressions

The close linkage between JOBS and JTPA makes Lake County especially interesting from a policy perspective. Operationally, the arrangement appears to be working well. There is a clear and justifiable division of responsibilities that is understood by those who carry out these responsibilities. Administrators and staff from both programs express satisfaction with their relationships and with the services that each provides. A fairly sizeable backlog exists of clients who have referred to the JOBS program by IM but not assessed, because JTPA cannot schedule them. The JOBS program, however, exhausted the funds available to pay for assessments in March 1991, three months before the end of FY 1991, and hardly was in a position to pressure JTPA to process more of its clients. One of the best indicators of the strength of the relationship is that JTPA continued to conduct assessments when it was no longer being reimbursed.

Having said this, it remains clear that JTPA has not, and cannot, assume all JOBS functions. First, and most importantly, it cannot enroll all JOBS clients. Only one-third of those who were required to participate in JOBS were enrolled in JTPA. A little over one-fourth of those who were assessed were mothers of children less than six years of age who were not required to participate in JOBS in FY 1991. Excluding these assessments and a few clients who were referred for assessment incorrectly or found to be not job ready, one-half of JOBS clients assessed by JTPA were not enrolled in JTPA or referred to CWEP.

Given that the target population for JTPA is individuals who need assistance to prepare for gainful employment, the major criticism of JTPA is that it tends to serve the most job-ready of this population. This tendency is referred to as "creaming," enrolling those clients who are easiest to place in jobs. It appears that this is what is taking place in Lake County among JOBS clients.

The welfare population has many individuals who have poor basic communication and computation skills and little or no work experience. These clients were likely to be referred to ABE/GED classes without being enrolled in JTPA. The rationale is that these individuals need to improve their basic skills to qualify for more advanced training and to increase their attractiveness to employers. The dropout rates reported by the ABE/GED coordinator indicates that relatively few of these referrals did either. Among 143 ABE/GED students who were ADC recipients during the 1990-91 school year, 63 percent dropped out of their classes and only 6 percent obtained a GED. It is likely that these rates were even worse among GA recipients.

JTPA obviously does not have enough resources to serve all the JOBS clients it assesses, and a case can be made for enrolling those who have the most potential to benefit from the investment of JTPA's limited resources. Any rational administrator required to meet performance standards that specify the number of clients to be placed in unsubsidized employment and the average cost per client served is likely to adopt a similar strategy. The point is that merging JOBS into JTPA will not overcome all the barriers that keep JOBS participants from finding jobs. The services needed by many welfare recipients require far more resources than the two programs can provide, individually or combined.

LAWRENCE COUNTY[1]

Lawrence is a rural county in southeastern Ohio. In 1990, its population was 61,834, a 3.2 percent decrease from the 1980 census. Like many of its neighboring counties, it has low per capita income and a high percentage of adult population without a 12th grade education. In 1990, its unemployment rate was 6.2 percent, compared with a state average of 6.5 percent. In June 1991, the unemployment rate was 7.7 percent. The CDHS director is not optimistic about finding employment for ADC recipients in such an economy. At the time of the site visit, caseloads were heavy--830 cases per interviewer--and, although there was money to hire more staff, the CDHS director was reluctant to do so. "They would just shuffle more paper. The employment situation is so bad, they would make no difference." The JOBS administrator was asked to review a draft of this summary. He reported that since the site visit, an additional assessment interviewer had been hired, and that due to state reductions in funding, extra funds were no longer available.

In June 1991, Lawrence County had 2,513 ADC cases, 21.9 percent of which were ADC-U. Its rate of 40.6 ADC cases per 1,000 population, up slightly from June 1990's 40.2 cases per 1,000 population, ranked it first of the 15 demonstration counties by a considerable margin. The next highest county was Perry, in southeast Ohio, which had 29.60 cases per 1,000.

The JOBS program in Lawrence County is called "Greater Opportunities." Administratively, it is part of Income Maintenance (IM) but is located in a building away from IM. There are no longer any staff from other units assigned to work just with JOBS, as was the case previously.

Assessment/Assignment

Income Maintenance staff determine if ADC clients are required to participate in JOBS and if they must come in for the mandatory assessment. IM staff briefly tell the clients that they are required to participate in JOBS and will receive a letter with the date and time of their first appointment on it. Each IM worker stresses the importance of keeping the interview. All ADC and GA clients are given a state-supplied brochure that describes the JOBS program. IM workers use a 1501 form to refer those who meet the JOBS criteria to the JOBS program.

ADC recipients to be assessed are sent letters scheduling them for orientation and interviews. The amount of lead time allowed ranged from 5 to 13 days on the case records examined. This results in an initial show rate of 35 to 40 percent; a second contact results in an additional show rate of 30 to 35 percent. Lawrence uses a group informing process, and GA and ADC clients are scheduled at the same time. Generally, the JOBS staff person who conducts the group informing is the one who works with those clients.

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[1] Site visits conducted February 28, 1989, March 12 and June 18, 1990, and July 8-9, 1991.

The sequence of events in the assessment/assignment process has varied during the past year, and test results were often unavailable until after the client had been assigned to a component. However, the county intends to begin ordering events into the following sequence: group informing, including signing of the Rights and Responsibilities form, and testing on one day; and assessment interviewing and assignment to a component occurring about two days later. The JOBS administrator has informed us that this change has been implemented since the site visit, but the assessment interviews are typically occurring approximately one week after the grouping informing/testing session. The tests being used are called "Basic Math" and "Basic Reading," and were locally developed.

The group informing consists of the staff worker reading aloud information about the JOBS program, with pauses for questions and signing forms. Each client is given a copy of the material and the staff worker indicates which portions are most relevant. This process required about 30 minutes.

After the group informing session, each client is interviewed individually by the work staff member, except for ADC-U or ADC-R/GA cases, when both adults in the case are interviewed at the same time. The first information clients are asked to supply is a description of where they live. The reason for this question was not given. Previous education and training and work experience are discussed, as well as occupational interests and goals. Clients are free to express any concerns.

In general, ADC clients are reassessed every 12 months. The main difference between an initial assessment and a reassessment is that not all the rules and regulations are read to the client, only those that are new since the last interview. In general, forms, such as the Employability Plan and the release of information form, are updated. No "automatic trigger" currently exists that would cause assessment interviewers to call in clients for reassessment; the interviewers go through their files in their "spare" time to see who should be scheduled for an appointment.

Three assessment interviews were observed. The first was with an ADC-R mother (age 34) of four and her GA husband (28). Both individuals had completed the 11th grade. The mother, interviewed first, had worked as an industrial sewer and a cashier. She was encouraged by her husband, as well as the interviewer, to attend GED classes and agreed to sign up for them. However, when the husband was encouraged to also sign up, he agreed somewhat reluctantly. It was the interviewer's opinion that the wife would obtain a GED but that the husband probably would not because it was likely that he would obtain employment. His past work record was good (he had worked as a machinist's helper and was also interested in construction work) and he had leads on several jobs.

The second interview was a reassessment. The client was a young woman who had dropped out of high school but had, on her own initiative, obtained a GED. She also had, prior to her assessment, enrolled at a postsecondary school to begin classes in an accounting program in September. The assessor believes she will complete her academic program.

The third interview was also a reassessment. The client, a young (early 20s) female, had already received a GED and needed to be reassigned. She was, however, pregnant and would have only one month left of voluntary participation by the time the work allowance could be added to her stipend. She was assigned to Job Club for that month and was pleased because a friend had just completed it and found it helpful. This client had worked as a cashier and in a nursing home.

Program Components

Lawrence has a relatively poor economy and a large public assistance caseload. Lack of employment opportunities was cited by the agency director as the most difficult part of operating the JOBS program.

The JOBS administrator could not estimate the overall show rate for the CWEP component. JOBS has contracts with 45 agencies in the county, 43 of which were reported to be active at the time of the site visit. The CWEP site that was visited in Lawrence county was the local Social Security office. The branch manager, who was interviewed, carefully monitors the ADC and GA recipients assigned to her agency. At the time of the visit, only one welfare recipient was assigned to the site, a GA client who had been in the same position for 18 months. Because of the confidential information a CWEP worker would encounter at this site, the branch manager interviews recipients prior to agreeing to have them work in the office. The tasks require general office skills, such as typing, filing, preparing requisitions, and taking inventory. CWEP workers are not put in positions where they would have contact with the public. The branch manager was pleased with the work, attitudes, and behavior of these individuals and encourages them to take the Civil Service examination so they can qualify for permanent positions within the Civil Service system. CWEP workers receive little formal instruction from the agency; most of what is taught is done by co-workers as OJT. The positions into which these individuals are placed are ones that would pay minimum wage and workers usually stay for three to four months. The usual reason for leaving is that they have obtained employment. One female obtained employment in another state and is earning approximately $20,000 a year.

Education and Training is being conducted through an ABE program, joint vocational schools (about 20 percent of E&T-assigned ADC recipients are in skills training), and Ohio University--Southern Campus. When clients complete their E&T program, they are reassessed and assigned to another component if they have not obtained employment.

The coordinator of Adult Basic Education in a city school system was interviewed as a provider of services for the Education and Training component. Seventy-six percent of the 516 students attending three different centers are welfare recipients, and most of them are ADC recipients participating in GED preparation. Anyone coming into the program is tested and placed in the program at the appropriate level on the basis of the results. Approximately one-third of those referred by JOBS stop attending prior to completing preparation for the GED examination. The coordinator estimated that about half of the 52 individuals who had recently received a GED were ADC recipients. In the summer of 1990, the JOBS program had financed ABE classes for eight weeks, five days a week. In 1991, JTPA funded the summer ABE classes three days and evenings a week.

For each ADC recipient in the ABE/GED program, a separate record of attendance must be kept and turned in to the JOBS office. This creates a heavy load of recordkeeping for the instructors. The problems for ADC students is that they have difficulty with both transportation and finding a state-approved babysitter with whom they feel comfortable leaving their children.

Some ADC clients are perceived to take too long to complete the ABE program and obtain a GED. One suggestion was to determine how long the process should take and to impose a time limit. At the time of the site visit, ADC clients did not have to make up the balance of unscheduled ABE/GED hours in CWEP. Since the site visit, the state rules have been changed and the hours not spent in class must be made up in another assignment.

One ADC recipient was interviewed at the ABE site. The GED program was her first JOBS assignment; she had been in the program for about six months. She reported that she was deriving a great deal of self-satisfaction from the program and wished that it were available more than three days a week.

During the summer of 1991, 20-25 ADC recipients took part in a new program called GO Plus. This is a joint project of the Ohio Board of Regents and the Ohio Department of Human Services and is being delivered by the Center for Development of the Ohio University--Southern Campus. It is designed to assist individuals in their career choice as well as how develop life coping skills, such as managing money; communicating with others; and balancing home, school, and family. At present, GO Plus is limited to ADC recipients. The JTPA administrator would like to see it made available to JTPA clients who do not receive ADC.

Job Club is conducted by the local JTPA office. (Lawrence County is part of a seven-county SDA. The agency providing Job Club is the grant recipient rather than the administrative entity.) About 75 JOBS participants are assigned to Job Clubs that are offered throughout the year (every one to two months) and about 50 actually report. The Job Club director notifies JOBS staff by phone of any individuals who do not appear and follows with a written message within two days.

Both Nathan Azrin and Job Information, Seeking, and Training materials are used in the Job Club. Participants are assisted to learn to identify internal barriers to employment as well as how to fill out application forms, write resumes, and use the telephone effectively in job search. Mock interviews are videotaped and critiqued. Participants have access to newspapers, a telephone bank, and OBES microfiche.

Approximately 50 percent of those who participate obtain employment within 180 days of program completion. The jobs usually obtained are entry-level positions paying $4 to $6 an hour. Those who do not find jobs are encouraged to come back and continue trying, even though JOBS staff place them in another component. It is believed that three reasons are primarily responsible for JOBS participants not finding employment: fear of the milieu of the workplace due to unfamiliarity or lack of success in the past; eventual loss of the medical benefits; and not looking hard enough. Unfortunately, the Job Club does not receive feedback from employers on how participants perform on the job.

The financial arrangement for Job Club is a four-step payment schedule. A $100 per client payment is made at the time of enrollment, $125 per client payment is made at the completion of 30 hours, and another $125 per client payment is made for each client who completes the program. A final $150 per client payment is made for every client placed in unsubsidized employment 180 days after program completion. The maximum possible payment per client was $500. Two opinions expressed by the individual interviewed about Job Club merit note. First, the Job Club provider believed that the JOBS recipients referred to them probably could not have found jobs on their own because they did not possess the degree of sophistication needed to conduct a job search. Second, recipients could have been served by JTPA if there were no JOBS program, but the clients probably needed the JOBS mandatory participation requirement to get them involved.

The Job Club contract is the main formal link between JOBS and JTPA. Most contracts are informal. Both administrators describe their relationships as good, with no major problem preventing cooperation. Initial "turf" issues are reported as having been settled.

The Subsidized Employment Program is, for all intents and purposes, not implemented. One reason given for it is that "employers are more concerned with skills than salary subsidies." Another is that "SEP is not used unless it's a good [enough] paying job to make permanent employment feasible." Another possible reason, albeit unmentioned, is that the county does not contain many newly created jobs that are eligible for SEP placement.

Frequent meetings with OBES are held and the CDHS director attends these meetings. JOBS staff have referred clients to OBES for registration and computerized career exploration. The Bureau of Vocational Rehabilitation (BVR) and the JOBS program do not interact frequently because most BVR referrals are made by Income Maintenance prior to assignment to JOBS. The relationship is described as "cooperative."

Impressions

The sanctioning process is still a "thorn" in the efficient operation of the JOBS program. Letters of intent to sanction are routinely sent at the end of the seven-day "good cause" period and are followed up with notices of sanctions at the end of 15 days. However, the client can still negate the sanction by signing a letter of compliance, which makes staff feel they have wasted their time and effort. The attitude is still one of punishment for not "toeing the line."

The frustrations caused by different public assistance programs observing different rules relative to sanctioning still remains an irritant. Staff stated that if the rules were the same in all programs, clients would feel they are receiving equal treatment. This, however, is not a problem that can be solved at the county level.

The Lawrence County program has experienced a turnover and shortage of staff that, when combined with the conversion to CRIS-E, has reportedly caused a backlog of 566 cases. The caseload per JOBS staff of 830, of which approximately two-thirds are ADC, seems too heavy, especially given the amount of monitoring JOBS entails and considering that money is available to hire more staff[2]. The CRIS-E conversion staff will be absorbed within the agency when the conversion is completed, and the agency has chosen not to fill current openings with temporary staff. Another problem in the operation of the JOBS program is a lack of space to house staff and conduct group informings and testing.

Being a rural county, Lawrence encounters many problems related to the lack of public transportation. It also appears that many women are unwilling to make use of day care services unless they know the provider. Recipients would prefer to leave their children with relatives, but the CDHS cannot pay relatives unless they are certified to provide child care.

Potential conflict of interest within the agency and the vulnerability of the JOBS program to politicization are created by the manner in which the CDHS directors are appointed. Although the rest of the CDHS staff are employed by the Ohio Department of Human Services, the agency director is appointed by the county commissioners and serves at their pleasure. The potential for conflict of interest has led to allegations that ADC recipients are "creamed" and that the best are assigned CWEP sites within the county system and are retained in those positions rather than being assigned to another component in which they would be more directly helped to obtain employment.

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[2] With the addition of the fifth assessment interviewer, the average caseload has been cut to 650.

When the JOBS administrator reviewed this draft, he took exception to this allegation. He denied that the program placed and kept clients in CWEP assignments to please county administrators. He said clients are assigned to the components most suitable to them as determined from their characteristics, needs, goals, and personal preferences. It is of interest that this allegation was raised only in Lawrence when the potential conflict exists in every county. It may be a reflection of the relative importance of government as a major source of employment in the rural counties of southeastern Ohio.

MONTGOMERY COUNTY[1]

Montgomery County is located in the southwestern section of the state. Its population in 1990 was 573,809, an increase of 0.4 percent over 1980, ranking it fourth largest in the state and second largest of the demonstration counties. All of the population growth was in the suburbs. Dayton, the major city in the county, lost over 11,000 of its population. In June 1991, there were 14,240 ADC cases, of which 5.4 percent were ADC-U. ADC cases had increased by 879 from a year previously, but the percentage of ADC-U was only 0.8 of a point higher. The number of ADC cases per 1,000 population was 24.8, which ranks Montgomery third among the 15 demonstration counties and is virtually the same rate as the other two large counties, Franklin and Summit.

The county has had a fairly stable economic base with a mixture of good-paying governmental and manufacturing jobs. In the past year, however, there has been considerable uncertainty about the future of two of its largest employers, the Wright-Patterson Air Force Base and NCR. There is concern that cutbacks in defense expenditures may reduce the level of civilian employment at Wright-Patterson. The leading private employer in the county, NCR, was the target of a successful takeover campaign by American Telephone and Telegraph. At the time of the 1991 site visit, neither of these developments had had a major impact on the labor market in Montgomery County, but they were the source of considerable concern for program administrators. Continuing weakness in the automotive market had led to layoffs and closing among suppliers to the automobile industry. A major General Motors plant in the county is among those that may be closed in the coming year.

Despite these problems, the unemployment rate in Montgomery in 1990 was 5.2, half a point below the state figure. In June 1991 it was 5.9, again about half a point, actually 0.6, below the state rate. Most job growth continues to be in service occupations, often in suburban locations that are difficult for inner-city residents to reach by public transportation.

The JOBS program in the county is called IN-VEST, an acronym for INdependence through Vocational Employment Services and Training. It is located administratively in the Social Services Division. At the time of the 1991 visit, the number of staff positions had increased by 11 over the previous year to a total of 31. The new staff are mainly employment interviewers, usually referred to as assessors, and aides. The new aides assist mainly in tracking clients once they are assigned to components. One aide is responsible for tracking clients who do not report for their scheduled orientation/assessment sessions.

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[1] Site visits conducted on February 23, 1989, January 25 and July 16, 1990, and June 25-26, 1991.

Montgomery was the only one of the demonstration counties that conducted Work Choice, a voluntary program for ADC recipients with children under the age of 6. The program was conducted as a true experiment with a little over half of the eligible population (60 percent) randomly selected to be offered the opportunity to participate. Most of the procedures for JOBS and Work Choice were the same. After the Work Choice clients were assessed, however, they could choose not to participate until their youngest child reached the age of 6, the age for mandatory participation when Work Choice was being conducted.

The major incentives to participation offered the experimental clients were transitional benefits. Clients who obtained paid employment could continue to receive health care and child care for one year after they stopped receiving cash assistance; these benefits were not available to those in the control group. In April 1990, transitional health and child care were made available to all ADC clients, including those who had been assigned to the control group. The extension of transitional benefits to all ADC recipients ended the experimental phase of the evaluation, but the experiences of the clients who participated during this phase will continue to be studied.

Assessment and Assignment

In discussing the procedures for processing clients, the JOBS administrator commented that there is a direct link between how the county handles processing and the responsiveness of clients to the program. She feels it is essential that the program reach all those who are required to participate and then keep track of them once they are enrolled and assigned. Consequently she has been adding staff to be able to accomplish these two objectives.

Enrolling a client begins when the JOBS program receives a 6802 from ODHS. A notification letter is sent scheduling the client for a testing and orientation session. Morning and afternoon sessions are scheduled four days a week. At these sessions, the Locator test of the TABE is administered first and the tests are scored while the group informing takes place. Individual interviews follow the group informing.

In May 1991, the month closest to the site visit for which data were available, 409 mandatory ADC clients had been scheduled for assessment and 134 (33 percent) interviews were actually conducted. Another one-fourth provided good cause and were exempted or excused and rescheduled. Notifications of intention to sanction (form 4065) were sent to those who did not report or provide good cause. The JOBS administrator estimated that about 40 to 50 percent of those who receive this notice sign an agreement to participate and are processed into the program.

In the Work Choice program, the reporting rate in May 1991 was 39 percent, 114 assessment interviews completed out of 294 scheduled. Another 30 percent were excused or rescheduled. Of the 114 who were interviewed, 74 (65 percent) were assigned to components. This was significantly higher than the rate for the first 11 months of FY 1991 when 1,397 Work Choice clients were interviewed and 670 (48 percent) volunteered for assignments.

The number of 4065s to be sent because of failure to report for assessment caused the authority for issuing this notice to be given to the JOBS program. Issuing a 4065 is traditionally a function that IM performs, but the number to be issued had caused an overload and the forms were not being processed in a timely manner. The communications required between JOBS and IM about this form added to the burden on both divisions. During the 1990 site visit, IM had two staff assigned just to deal with requests from JOBS.

To deal with these problems, the CDHS authorized JOBS staff to issue the 4065, and a JOBS aide was assigned the responsibility to follow up on all 4065s issued until the client signs an agreement to participate or is actually sanctioned. The JOBS program also issues 4065s for clients who do not report as scheduled to their assignments. This new arrangement has worked well for both divisions. It has greatly reduced the requests made of IM by JOBS, and the forms are being issued and tracked more efficiently. In the quarter that JOBS received the responsibility to issue 4065s, the number sent almost equaled the previous three quarters combined.

Separate staff conduct interviews with mandatory and Work Choice clients, and the employability plans they develop are based on somewhat different considerations. All of the Work Choice clients volunteer for their interviews. They are interested enough in the opportunities the program provides to explore their options. As a result, the employment counselors who meet with the volunteers tend to focus on interest and motivation. What do these clients most want to do? Are their goals realistic? Are there educational or training programs available in their areas of interest? One of the Work Choice employment counselors commented, "Those who come up [for their interviews] have made a big first step."

The counselors who deal with the mandatory clients also take interest and motivation into account in developing employability plans, but many of their clients do not have the interest and involvement of the volunteer participants. For mandatory clients, test performance on the TABE is a major consideration. The JOBS program uses guidelines that were developed in cooperation with Project Read, a county-wide effort involving all major providers of ABE/GED and agencies that refer clients to these providers. Clients who score below the equivalent of grade 3.7, and are willing to try to improve their reading skills, are assigned to the Literacy Council for one-to-one tutoring. Clients who score between an equivalent of grades 3.7 to 5.7 are considered suitable for the pre-employment program as well as ABE. Those who score between 5.7 and 7.7 are suitable for regular E&T, Job Club, or direct job placement, and those who score above 7.7 are qualified for any assignment. Clients who reject any type of educational program and are judged not prepared for regular employment are assigned for six months to a CWEP site.

The priority for all clients is employment if they are qualified and desire it, and some type of education or training if they need to improve their qualifications. In the first 11 months of FY 1991, 83 percent of the Work Choice volunteers were assigned to some type of E&T, compared to 49 percent of the mandatory participants. Three-fourths of the volunteers in E&T were in a postsecondary or other post-high school skill training program, 21 percent in a GED program, and only 4 percent were in Project Read/ABE. The internal report on the assignments of mandatory ADC clients include GA assignments and consequently are not directly comparable to the reports for Work Choice. These reports show that of all ADC and GA clients assigned to E&T, 39 percent were in postsecondary/skill training, 34 percent in GED, and 27 percent in Project Read/ABE. Despite the lack of direct comparability, it appears that Work Choice participants have better educational skills than mandatory clients, and they volunteer for Work Choice primarily to acquire even higher levels of skills.

Program Components

The heavy educational emphasis of the JOBS program in Montgomery County was one of the influences that led to the creation of Project Read. As IN-VEST began to process more and more clients, its referrals to ABE/GED providers began to overwhelm the capacity of these programs. Project Read was created to coordinate the services of the providers of literacy programs, to develop guidelines for agencies that referred clients to these programs, and to request additional funding to meet the expanded need for services. It has succeeded in each of these objectives.

IN-VEST uses several ABE/GED providers including local schools, the joint vocational school and community college that serve the county, and Goodwill Industries. Project staff visited the latter provider. Goodwill is an atypical provider because clients assigned to this program are judged to have the potential to obtain their GED with a maximum of 12 months of instruction.

Goodwill enrolls ADC clients under a performance-based contract. Under the FY 1992 contract, IN-VEST pays the following fees for each client: upon enrollment, $50.00 for case management and $50.00 for assessment; when the client earns passing scores on three of the five pre-GED tests, $100.00; when the client earns passing scores on all five pre-GED tests, an additional $100.00; and if the client passes the state-administered test and is awarded a GED, an additional $100.00. The $50.00 for case management was added in FY 1992 when it was found that personal contact from the Goodwill staff significantly increased the number of clients who reported when assigned and attended regularly. When the program was visited, it was serving 180 IN-VEST participants, who represented an estimated 70 percent of those assigned to Goodwill; about 30 percent never report. In FY 1991, Goodwill received payment for 8 clients who earned their GEDs.

In all features, except for its performance-based contract, the Goodwill program resembled other ABE/GED programs, and its manager made comments about the characteristics and performance of the clients that were similar to other providers. She encounters a small number who come with an "I don't have to be here attitude," and a few who have drug or alcohol problems. The majority who enroll want to be there; they see it as an opportunity. Many of the women want to obtain the GED to provide a good example to their children. Mathematics is the major obstacle for most students. Very few understand how to deal with fractions when they are initially assessed. With time, however, most students master the material if they attend regularly. Personal problems, such as the health of their children, often cause them to miss classes. IN-VEST has a policy that a client can only continue in ABE/GED for two years, but an additional year will be allowed if the client starts at a low level and demonstrates adequate progress.

IN-VEST makes a major effort to place qualified clients into unsubsidized employment. Clients who need minimum preparation for employment are assigned to direct job placement. These clients typically have been unemployed for a relatively short period and have completed post-high school educational or training programs. Some clients who do not find a job while in Job Club are also assisted by this component. The CDHS has contracts with OBES and Goodwill to contact employers to develop jobs leads for IN-VEST clients.

Employers who offer attractive jobs--those with good wages, benefits, and stability--can be very selective among those who apply to them for employment. People on public assistance often do not have the characteristics that such employers are seeking. To give its clients opportunities for jobs with these employers, IN-VEST obtained a grant from ODHS as a demonstration county for Good Jobs. The focus of the Good Jobs in Montgomery County is large hospitals. The IN-VEST staff has attempted to secure commitments from large hospitals in the county to hire referrals from their program. At the time of the 1991 site visit, IN-VEST had obtained commitments for 30 jobs from one hospital and 15 jobs from another. At one hospital the minimum starting wage was $5.87 per hour and at the other it was $6.00.

Another effort, not officially part of Good Jobs, that has also led to high paying placements is referral to the municipal waste authority for Montgomery County. IN-VEST has placed clients with the recycling center and has purchased clothing and hard hats for these clients.

Clients who need a little preparation and encouragement to seek employment are assigned to Job Club. IN-VEST has contracts with two different providers to conduct Job Club for its clients. Project staff visited the JTPA agency for Montgomery County, Greater Dayton Employment and Training. During FY 1991, its Job Club, called Job Shop, was conducted under a performance-based contract that paid $225 for every IN-VEST client who completed the club and another $125 if the client obtained a job and retained it for 30 days. (In FY 1992 these payments are $235 and $130.) The classroom portion of the club runs for three hours a day for two weeks. If the club members do not obtain a job while attending these classes, they are expected to continue their job search for another 60 days before being reassessed and assigned to another component. If the client obtains a job during this 60 day period, the incentive payment is made.

The job coach who was interviewed provided a report of the performance of clients who were referred to Job Shop. During the first 11 months of FY 1991, 201 clients were referred by IN-VEST and 80 (40 percent) reported to the club. Of those who reported, 71 (89 percent of those who reported) completed the two weeks of classes. Of those who complete the classes, 19 (27 percent) obtained jobs during the 60 day period, and another 9 (13 percent) were referred to E&T. Of the 201 originally referred 14 percent obtained employment and 4 percent developed plans to obtain additional education or training.

The Job Club contract was the major formal linkage between IN-VEST and JTPA, but the two agencies sometimes cooperated on on-the-job training contracts and made cross-referrals. IN-VEST referred clients who wanted skill training to JTPA, and JTPA referred clients who needed child care to IN-VEST. Their cooperation is facilitated by the fact the two programs are housed in the same building and their administrators are personal friends. There was little rivalry or turf conflicts evident. In fact, the JTPA administrator for Montgomery was the only one in the 15 demonstration counties who did not endorse the arrangement between JOBS and JTPA in Lake County as preferable to what existed in their county.

For those clients who are judged unprepared for assignment to Job Club or E&T, IN-VEST has another component that is unique among the demonstration counties, Pre-Employment Training. Its objective, in the words of the IN-VEST information booklet, is to

> develop within each participant a positive work attitude, a sense of self-worth and self-esteem, and a working behavior that is necessary to obtain/retain employment or participate in activities that lead to employment.

During FY 1991, this program was conducted for IN-VEST by Miami-Jacobs, a private two-year college. In July 1992, the Dayton Urban League began conducting the program. The program runs for four-weeks with three hours of classes per day. The Urban League contract is performance-based with the following payment schedule: $100 at enrollment, $250 at completion, $106.94 if the client obtains a full-time job, and $53.47 if the client obtains a part-time job. There is also a $1,200 monthly payment for case management of those enrolled. Internal reports indicate that during the first 11 months of FY 1991, 376 mandatory clients and 27 Work Choice clients were assigned to Pre-Employment, almost the same numbers as were assigned to Job Club.

Pre-Employment is intended for clients who need special assistance when they are initially enrolled. IN-VEST also had an option, Comprehensive Assessment/Employment Development, for clients who participated in at least three components without obtaining employment. Under a contract negotiated at the state level between ODHS and the Ohio Bureau of Employment Services, clients were referred to the local OBES office for extensive testing to determine their language and mathematics skills and their occupational interests and aptitudes. The OBES counselors used this information to help the participants develop realistic employability plans. The program administrator estimated that about 200 clients were referred in FY 1991. This component ended in September 1991, however, when the state-level contract was not renewed.

The least used component in Montgomery, as in most other counties, is SEP. During FY 1991, no SEP contracts were written. Instead clients were referred to JTPA for on-the-job training. The JOBS administrator said the major barrier to SEP is the requirement that contracts be written only for newly created positions. The employer who was interviewed had experience with employees whose wages were subsidized by JTPA. This employer was a large hospital in the county; the individual who was interviewed worked in the human resource office of the hospital.

Four clients referred by IN-VEST had been hired by the hospital and the wages of three had been subsidized by JTPA. Two of the clients were hired as nursing assistants, one in housekeeping and one was hired as a file clerk. Their starting wages ranged from $5.38 to $5.88 per hour. At the time of the interview, only one of these four was still employed. The three who had left had worked an average of three months. Two had been terminated: one because she failed a drug screening test and the other because of excessive absenteeism. The third had resigned because she was moving out of the state, but she also had been at risk of termination because of continued absences. The employer representative said all four were good workers when they were present.

Despite the lack of success with three of the four hires, the hospital was willing to accept more referrals from IN-VEST. The hospital representative said the IN-VEST staff were very helpful and tried to follow-up when the hospital was having attendance problems with the workers. The representative also said the paperwork associated with the subsidy had been minimal.

The IN-VEST referral who was still working at this site was interviewed. She had received the job as the result of a direct referral to the hospital on the day she was interviewed for Work Choice. She had been working as a file clerk for seven months earning $5.85 per hour. She was generally unresponsive about IN-VEST and how she had been served, but she did recommend that there be more communication between the employment counselor and the client.

CWEP is a low priority in Montgomery County. During the first 11 months of FY 1991, less than 4 percent of mandatory clients were assigned to work sites. The county has contracts with 39 different agencies that operate 116 different work sites. Assignments are made primarily by placing clients at sites within the clients' ZIP code. If the client finds the assignment unacceptable, an alternative will be sought. The JOBS administrator estimated that 60 percent of the ADC clients report to their assignment as scheduled.

The CWEP site that was visited is a residential training center for young people. It had only 3 ADC clients assigned and their supervisor said that none of them were reporting for their scheduled hours. This site had an additional 56 GA clients assigned under this supervisor and only 7 (12 percent) of them were reporting. The food service area had 60 clients assigned and only 3 (5 percent) were reporting. These low show rates were not discouraging to the site supervisor because: "The ones who show are regular; they come when they are scheduled. If you can get them here, they work." The supervisor was also supportive of CWEP because he himself had originally been assigned to the site, under the former work relief program, when he was receiving public assistance. While working his assigned hours, he had been offered a regular job and eventually was promoted to his present position. He had also hired two additional workers from among CWEP assignments. His only complaint about the program was that he was not allowed to provide lunch for the clients. He had been told the $25.00 work allowance was intended to cover such expenses and he could not provide meals.

Impressions

The IN-VEST program is well managed with good ties to the community and good working relationships with the agencies that provide services to its clients. Among the demonstration counties, it has consistently been among the most innovative, willing to try different approaches to respond to the problems of implementing JOBS. Its involvement in the creation of Project Read, its Good Jobs grant, and its willingness to modify usual CDHS procedures are examples of innovations observed during the 1991 site visit. The most significant modification in procedures was authorizing the JOBS staff to issue notifications of proposed sanctions (form 4065). This action reduced the requests that IN-VEST had to make of IM, decreased the amount of communication needed between the divisions, reduced the time to issue the 4065s, and produced a major increase in the number issued.

Montgomery was the only county to conduct Work Choice and it appears that its experience with this program led to good success in motivating exempt ADC recipients to volunteer to participate. Its internal records indicate that in FY 1991 almost half (48 percent) of the clients who took part in assessment interviews were assigned to components.

As in other counties with large number of recipients, the major current problem facing IN-VEST is tracking clients after they are assigned to components. According to reports from the GED program and Job Club that were visited, 70 percent or less of the clients assigned to these sites actually report. At the CWEP site, less than 15 percent report. Among those who report initially, many drop out before completing the classes or working the required number of hours. Even at the employment site visited, only one of four former clients whom IN-VEST had helped to obtain jobs still retained hers.

The IN-VEST administrator had recognized the need for additional case management and is attempting to add staff and build responsibility for case management into contracts with providers. Nevertheless, it appears obvious that even in well managed programs like IN-VEST, much more intensive monitoring and follow-up services will be needed if JOBS clients are to fulfill the requirements of the program and achieve stable, unsubsidized employment.

PERRY COUNTY[1]

Perry is a rural county located in south central Ohio. The county's 1990 population was 31,557, a 1.7 percent gain since 1980. In 1990, Perry County had 934 ADC cases, of which 215 (23.0 percent) were ADC-U. With 29.6 ADC cases per 1,000 population (up from 26.5 in June 1990), Perry County ranked second out of the 15 demonstration counties. The unemployment rate of 11.9 percent in 1990 rose to 13.5 in June 1991.

Perry County has suffered much economic distress in recent years, and the past year proved to be no exception. During the past year, the Peabody Mine closed, causing the layoff of 315 employees. At the time of the site visit, the unemployment benefits for this group had just run out. Prior to the end of unemployment benefits for this group, the ADC cases had increased slowly over the previous year. The number of "new poor," individuals who had never received public assistance in the past, has been increasing over the past five years.

In January 1991, the JOBS program lost four of its six staff members: the JOBS administrator accepted the same position in another county and an aide, an assessor, and a clerical support person went with him. This was quite a loss for a small staff and it created a backlog. At the time of the site visit, the JOBS staff were still working on the backlog that had been created. The CDHS director does not view this as a problem because staff have been taking vacation and sick leave. According to the CDHS director, "Workers always complain about their workloads."

The CDHS director professes a "hands off" management style, preferring non-involvement unless a problem arises and he is requested to act. Currently, an estimated 53 to 55 workers are employed at the CDHS. Promotions and other personnel matters are viewed by the CHDS director as the most difficult internal parts of implementing the JOBS program, closely followed by physical facility matters.

Assessment/Assignment

When a clients apply for ADC, they are provided a little information about JOBS and JOBS brochures are available in the CDHS lobby. A form 2109 is sent to JOBS prior to the arrival of form 6802. No assessment interviews had been scheduled for the days the site visit was conducted.

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[1] Site visits conducted March 8, 1989, January 11 and June 20, 1990, and July 30 and 31, 1991.

Clients referred to the JOBS program are notified by mail of their interview and assessment appointments. Notification lead time of between 5 and 23 days were noted on the case records examined, with 8 being in the 5 to 8-day range and 5 being in the 12 to 15-day range.

The JOBS administrator estimated that 40 percent of clients appear for assessment in response to their first notification, and another 50 percent appear in response to subsequent contacts. About 60 percent are assigned to a program component, with 2 percent being sanctioned for not fulfilling the requirements of the components to which they are assigned. An estimated 30 percent leave ADC because they obtain employment, and another 30 percent leave for other reasons.

Orientation (group informing) sessions are conducted three times a week, except for the last week of the month, when CWEP assignments are made and the $25 work allowances are added to the ADC checks. The TABE is administered as part of the group informing.

During the initial assessment interview, work program staff try to determine the client's job goals and history, health condition, access to transportation, and overall attitudes. In general, the staff try to determine what the clients want and what barriers exist that might prevent them from reaching their goals. During subsequent assessment interviews, staff check to see if barriers uncovered during previous interviews have been removed.

The JOBS administrator estimated that about 30 to 40 percent of the clients who are assessed are judged to be not job ready. Reasons for being not job-ready include transportation, temporary medical limitations, or other temporary obstacles to participation. Transportation is a common problem; the county lacks a public transportation service.

Program Components

Job Club is conducted by the JOBS program. A Job Club is started once a month and operates for two-and-a-half hours a day, five days a week, for three weeks. An average of 10 clients are assigned each month, and an average of six clients actually report. The job club coach stresses the importance of the job-search process, letters of recommendation, grooming and personal hygiene, and follow-up thank-you letters. Clients also learn to write resumes and practice interviewing skills. The Job Club coach uses Nathan Azrin materials and has received training in their use in a class sponsored by the Ohio Department of Human Services (ODHS). Available to clients are newspapers, a telephone bank, videotape equipment for taping mock interviews, and videotapes that illustrate various aspects of the job search process. If a client has a job interview but no gas money, money is provided through JOBS. Clients are reported to be excited about participation in Job Club.

About 50 percent of those who attend Job Club obtain employment; the typical job is an entry-level factory job paying $5 an hour. The major reason for not obtaining employment is the scarcity of available jobs. Those who do not find jobs are encouraged to participate in the E&T component; if they decline, they are placed at a CWEP site. The Job Club coach reports to the caseworkers the names of those who do find jobs. Job Club is seen as a necessary tool to employment, not only because of the tangible skills learned, but also because of the motivation and support it provides to participants If there were no Job Club provided by JOBS, the clients would probably be served by JTPA.

About 70 percent of ADC clients placed in the E&T component are in skills training rather than ABE/GED. The E&T site visited, however, was the program sponsored through the agreement between the Ohio Board of Regents and ODHS to provide education and training to JOBS recipients. As a result of that agreement, Hocking Technical College in Nelsonville has opened a branch campus in New Lexington. Of the 115 students referred by JOBS, about 44 percent (51 students) are ADC recipients. Of the 51 ADC recipients, approximately 30 are working toward a GED. The rest are taking general college work.

The ADC students who enroll in ABE are tested by the ABE instructor to determine placement at the appropriate level of the program. Some are able to take GED and college courses simultaneously. Because transportation is a problem, the CDHS provides transportation to the county fairgrounds where the classes are being offered. A permanent college branch facility is planned in the future.

In addition to ABE and general college courses, the CDHS has contracted with the college branch to provide instruction on career path choice, life transitions, personal finance management, obtaining and maintaining employment, and orientation to the college experience. About 10 to 15 percent of the clients referred by JOBS drop out of the programs. Because the Board of Regents/ODHS program was only a year old at the time of the interview, impact data were not available. However, some of the clients have already gone on to the main Hocking Tech campus. As students begin attending the main campus, longer day-care hours will be needed as well as more transportation.

JOBS reports having contracts with 40 agencies for CWEP sites. A CWEP site supervisor was not available for an interview. However, the agencies receiving the most CWEP assignments are the county home, Ohio National Guard, and the public schools.

The SEP component is not currently being operated.

Interaction with Other Agencies

The local PIC of SDA 24 is located in the Tri-County Community Action Agency. The JOBS program staff report meager but cordial interaction between JOBS and JTPA. Tri-County reports interaction as more frequent now than previously and that efforts are made to avoid duplication of Job Club services. When clients are referred to JTPA, they are reassessed to determine work history, transportation problems, and physical limitations (a duplication of the JOBS assessment). The TABE may be re-administered if JTPA staff believe it to be warranted. Every three months, agencies involved in employment and training meet. It was reported as rare for anyone from the CDHS to attend these meetings. No one representing the JOBS program serves on the PIC.

The interaction between JOBS and OBES is meager mainly because there is no OBES office in the county. The lack of transportation prevents many clients from using the office in Lancaster (Fairfield County). Some clients are working with BVR in retraining programs and JOBS monitors participation. The only other major cooperating agency reported by the JOBS administrator is the local Drug Council. Clients perceived to have substance abuse problems are referred to this agency for assistance.

Impressions

A portion of ADC recipients are perceived to attend their assigned components not because they want to but because they must in order to avoid sanctions. The underlying feeling is that JOBS cannot serve everybody, but everybody comes in because they must.

Some concerns were raised about the JOBS program by non-CDHS individuals contacted. The use of CWEP workers was questioned; some have been in the same assignment for more than six months. A questioner asked if the county would hire individuals on a fulltime, permanent basis if CWEP workers were not available at no cost to the county. The advisability of the JOBS program providing Job Club inhouse instead of contracting it out was also questioned. The atmosphere associated with Job Club being conducted not only on CDHS property but by JOBS staff was believed by some to be negative and, therefore, counterproductive.

The overall attitude of non-CDHS service providers towards JOBS in Perry County was that the program is doing what it is required to do in implementing the program. Some criticisms were voiced about the JOBS program providing Job Club inhouse and the placement of individuals in ABE/GED programs who are perceived as having little hope of succeeding in attaining a GED, but these were concerns voiced in other counties, also.

To us, a more significant concern was the loss of such a large number (four of six) of JOBS staff at one time. No other county in the study has experienced such a loss. Although the remaining and new JOBS staff voiced no concerns with the program's operating environment, a large turnover in staff raises questions as to the real support afforded the program.

PICKAWAY COUNTY[1]

Pickaway County, located in central Ohio, is adjacent to and south of Franklin County. Although it is included as part of the Columbus metropolitan statistical area, Pickaway County is basically a rural county with a 1990 population of approximately 34,966, a growth of 10.5 percent since 1980. Although the county has a number of large industrial employers, many residents commute to Franklin County to work. In 1990, the unemployment rate was 5.8 percent; in June 1991, it was 5.6 percent. The number of ADC cases in Pickaway was 683 in June 1991 (close to the June 1990 figure of 680), of which 13.9 percent were ADC-U cases (a drop from June 1990's 17.5 percent). This gave the county a rate of 14.2 ADC cases per 1,000 population (down only slightly from June 1990's 14.6 percent), ranking it twelfth among the 15 demonstration counties.

The JOBS program uses the name "New Horizons" in Pickaway. It is organized as a separate unit whose administrator reports directly to the county director. The JOBS program employs six individuals, including the administrator; Income Maintenance employs 29, including the director and an administrative assistant; and Social Services employs five, including the supervisor.

Assessment/Assignment

When clients apply for ADC, the IM worker determines if they are required to participate or are only to be assessed. IM staff provide some information and have the clients sign a form acknowledging that they know they must come in for assessment, what the good cause reasons are, and that they must verify any of these reasons if they fail to appear. The 6802 forms are not used; clients are referred manually or by computer.

Clients referred to the JOBS program are notified by mail of their interview and assessment appointments. Notification lead time of between 8 and 22 days were noted on the case records examined, with the majority being 14 days. The JOBS administrator estimated that 45 percent of clients appear for assessment in response to their first notification, and another 20 to 25 percent appear in response to subsequent contacts. About 85 to 90 percent are assigned to a program component, with 5 percent being sanctioned for not fulfilling the requirements of the components to which they are assigned. An estimated 35 percent leave ADC because they obtain employment, and another 15 percent leave for other reasons.

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[1] Site visits conducted December 22, 1988, January 10 and May 3, 1990, and June 17, 1991.

The assessment process is divided into two parts that are conducted on separate days. Group informing and testing are conducted once a week. During these sessions, the New Horizons program is explained and clients are encouraged to ask questions. Rights and responsibilities are explained, good cause is discussed, and the sanctioning process is explained. The importance of a positive attitude and the role of attitude in the success the individual may experience in the JOBS program is stressed. A brief explanation of extended benefits is offered. The TABE (Test of Adult Basic Education) Practice Test and Locator Test are administered. The tests are scored while the clients are on a break and the results are used to determine the levels of the vocabulary and mathematics tests of the full TABE that should be administered. At the end of testing, clients are scheduled for individual interviews on another day.

Clients are initially assessed every six months and, after the case "stabilizes," every 12 months. Currently, the assessors fill out a form at the end of the assessment interview that a clerical worker enters into the computer. Each week, the assessment workers are given a list of people who need to be scheduled for another interview.

Both interviews that were observed were with clients who were being re-assessed. The first interview was with a mother who, prior to July 1, 1991, was exempt from participation because she had a child under the age of six. The client had dropped out of school three months before graduation to marry. She had been in ABE, had passed the GED pretest, and was scheduled to take the GED examination in August 1991. The client expressed a strong preference for either E&T for word processing and/or general computer skills or a secretarial slot in CWEP. The interviewer assigned the client to a janitorial spot at the local YMCA because child care would be available on site and a secretarial CWEP assignment was not likely to be available. The interviewer stated that the client would not be eligible for postsecondary education and training until after she received a GED. The client did not seem to understand why she was being scheduled into a janitorial slot, which was to begin after taking the GED test, when she wanted to make plans for postsecondary E&T.

The second assessment interview was with a young mother who had just completed a four-year program in radiology. She had already been offered a job but was waiting to make a decision about accepting it until she heard about another job that she preferred. She hoped she would hear about the preferred job within the week. Because she had not yet accepted a job, she was assigned to Job Club until she was able to show employment. The client was in agreement with this assignment, although she saw it as unnecessary.

When the two assessors were interviewed, they said the main things they try to find out about clients are education level, and barriers to employment. The characteristics credited as having the most influence on the type of program assignment clients receive were the attitudes, work history, and education level of clients.

The JOBS administrator estimated that about 10 percent of the clients who are assessed are judged to be not job ready because of one or more of the following: medical limitations (physical or psychological), confirmed pregnancy, communication or language limitation, transportation limitation, and unavailable child care social, or supportive services. Transportation limitation is the number one reason for being determined not-job-ready; there is no public transportation system in the county. The cost to contract services to transport eight people two times a week to ABE classes for a year in the northwest quadrant of the county was said to be $10,000. The two next most common reasons for a not-job-ready code were medical limitations and lack of day care.

Program Components

Job Club is conducted by the Pickaway County Community Action Agency through a subcontract with the PIC for JTPA Service Delivery Area 17. The class schedule for the first six four-hour days includes one day on each of the following topics: a general introduction and orientation, including effective networking and job search tools; self-assessment; resume writing and the use of job search tools; developing a plan of action; and developing job retention skills. The Job Club lasts a total of eight weeks; a new one is begun every month.

Ten to 12 recipients are usually assigned to each Job Club and three to six actually report. The names of those who miss the first day are sent to the JOBS staff. A fee of $200 is paid for every ADC client who enrolls, another $200 for every client who completes the program, $100 for every client who is placed and remains employed for 30 days, and $250 for every client who remains employed for 90 days. A placement rate of 40 percent is reported for ADC clients. The main reasons cited for not obtaining employment include transportation problems and finding a job at a high enough salary and sufficient medical benefits to support a family.

PICCA (Pickaway County Community Action agency) staff have tried to recruit participants in Food Stamp lines and commodity lines and through the use of flyers; none of these strategies have worked. The conclusion PICCA staff have reached is that the JOBS requirement is needed to enroll ADC recipients but that once they attend the first day of Job Club, their attitude and enthusiasm improves. In general, those who benefit the most are those who are more aggressive about the job search process. Those who benefit the least are likely to have a possessive (jealous) spouse, substance abuse problems, felony records, physical or mental illnesses, or a lack of self-confidence.

A representative of the ABE provider, the Pickaway County Board of Education, was interviewed because ABE is the largest segment of E&T in Pickaway County. ADC recipients are placed with other students. All individuals who wish to participate in ABE are tested using locally developed tests pulled from nationally recognized, standardized tests. The students are then placed in the level most appropriate to their current abilities. In general, the ABE representative was positive about JOBS; however, he believes that the people who benefit the least are those who are forced to be there and really do not want to be. Those who benefit the most are those who exhibit a positive self-concept as demonstrated by their appearance, demeanor, and involvement with the program. An opportunity to receive individualized counseling was suggested as a positive tool for those who display negative attitudes. ADC recipients referred to ABE/GED are placed in classes with other students. The CDHS was able to provide financial assistance equivalent to the costs for one ABE class this year. As many ABE programs have discovered, the number of students attending ABE classes has greatly increased since the implementation of the JOBS program.

One general criticism is that the attendance sheets for ADC clients are mailed in separate envelopes, which is more costly than mailing them as a package. It would also save time in opening the mail. Unfortunately, the Pickaway CDHS has no control over this. The attendance sheets are mailed from ODHS, using CRIS-E. CRIS-E was reported to have no current nor soon-expected capacity to sort the attendance sheets into groups.

At the time of the site visit, the Pickaway County JOBS program had CWEP contracts with 27 agencies, 24 of which were active. Approximately 80 percent of clients placed in the CWEP component report to their assignments. The CWEP site visited had three welfare recipients assigned, two of whom were ADC clients. All three were viewed as conscientious workers whose performance compared favorably with that of regular employees. Initially, quite a bit of on-the-job training is required because the forms used by the agency and the services provided are unique. All employees must maintain the confidentiality of information they work with. The starting wage, if individuals were hired to perform these tasks, would be $5.50 an hour. The budget for this agency is small, and the use of CWEP workers has freed the director to focus on obtaining more funding. He would like to hire his current workers if the money for salaries becomes available.

The director of this CWEP site feels that clients with lower education levels benefit the most from their work because they have the most to learn. Those who have higher education levels and have had careers do not display as much motivation. The average ADC recipient who begins working for the agency stays about six months. No difficulties in attendance or the performance of job duties have arisen, but if they did, the individual would first be counseled and then, if problems continued, the problem would be reported to the JOBS program staff.

Interaction with Other Agencies

The relationship with JTPA and PICCA are reported as good by all parties. The human services director believes that JOBS and JTPA should be rolled into one program based on the theory that more people could be served with less money. However, in the director's opinion, the CDHS would still need to be very much involved in monitoring compliance. The JTPA director, however, believes that not all ADC recipients would participate in available JTPA services of their own volition. Duplication of services is avoided for two major tasks: a nonfinancial agreement exists between JOBS and JTPA to provide for OJT, and a financial agreement exists between JOBS and PICCA to provide Job Club. At one time, a plan was developed to mesh the JOBS SEP for ADCs with the JTPA OJT. However, the various rules and regulations of the two programs made this impossible to carry out. The issue of unit pricing for Job Club is something of a problem for PICCA because they cannot depend on a stable amount of money for Job Club.

The relationship with the Ohio Bureau of Employment Services (OBES) is described as cooperative. The same is true of the relationship, albeit limited, with the Bureau of Vocational Rehabilitation. A non-financial agreement was entered into between JOBS and OBES under which JOBS would refer individuals to receive extra services. That agreement ended when the state-level contract between ODHS and OBES was not renewed.

Impressions

CRIS-E is implemented to a sufficient extent for the benefits as well as the drawbacks to be seen. When CRIS-E works, it is viewed as helping the information flow between JOBS and IM. However, if the computer system in down, "it's a disaster." The other problem mentioned relative to CRIS-E is that not all the programming has been completed.

The SEP component of JOBS has not been used to a significant degree. One suggestion for implementing this component was to refer clients to JTPA and pass through money to provide OJT for these clients. A second issue concerning money was raised: the inability to direct-charge programs. Random moment sampling (RMS) once again took honors as the villain in the piece. The money allotted for staff salaries, benefits, and contracts was reported as barely sufficient to cover staff salaries and, purportedly because of RMS, not all of it can be accessed.

The complex and differing rules and regulations between programs (ADC to GA to FSET) is viewed as creating unnecessary confusion, causing an unnecessary expenditure of time, and making the imposition of sanctions much more difficult. These differences in rules and regulations across programs and what are viewed as too-frequent changes in rules and regulations within programs are the major sources of frustration.

One problem not mentioned in the interviews but experienced by the interviewer is the impact the presence of a union has had on the workers. At the time of the Year 3 site visit, the interaction between the workers' union and management was strained due to a grievance that had been filed. Because of this situation, rigid adherence to work hours or, more specifically, to not staying past the quitting hour, made completing one interview impossible.

The first year of JOBS was difficult for several reasons: IM staff transferred to the new JOBS positions; inexperienced, new people were hired for the vacated IM positions; and IM workers "went generic." At the time of this year's site visit, the JOBS staff still considered themselves as overworked with a load of 17 interviews scheduled over a three and a half-day period and one day left open for rescheduled appointments. A six- to eight-week backlog of applicants to be assessed existed at the time of the site visit.

Some reductions in staff have occurred. For example, two clerical positions in IM are vacant and will not be filled; another one-half FTE has been lost due to budget constraints. However, IM has been able to remain current in making referrals to JOBS. The backlog in processing has occurred with JOBS.

The county does not have a public transportation system and Pickaway has attempted to provide transportation for those recipients living in the more remote parts of the county, but this was too expensive. This means, in essence, that the JOBS program, as currently funded, cannot serve the entire county.

JOBS has experienced some success in changing the public's attitude toward welfare recipients. The public schools initially were not in favor of permitting CWEP workers in the school buildings but once persuaded to try it, found it to be workable and have continued to accept CWEP workers.

RICHLAND COUNTY[1]

Richland County is located north and east of Franklin County. Richland, with a population of 126,137 in 1990 (a 3.9 percent drop since 1980), had a total of 2,618 ADC cases, of which 360 (13.8 percent) were ADC-U. (In June 1990, 11.2 percent were ADC-U.) In comparison to the 14 other demonstration counties, Richland ranked eighth in caseload per population with a ratio of 20.8 clients per 1,000 population, up from 18.0 clients per 1,000 population in 1990. In 1990, the unemployment rate was 7.3 percent; by June 1991, it had increased over 2 points to 9.7 percent.

Although Richland County appears rural, manufacturing is the dominant employment sector. Unfortunately, in the 12 months preceding the site visit, three plant closings caused the loss of 1,400 jobs. Some smaller factories were starting to move into the area, but the wages paid were lower than the wages of the jobs that were lost and the total number of jobs was fewer than the number lost.

The JOBS program, Richland Works!, is still operated as a separate unit. The administrator reports to the CDHS assistant director. The two IM workers who initially acted as liaisons between JOBS and IM were, by the time of the site visit, no longer needed by JOBS. The JOBS program had a staff of 15.

Richland Works! had moved into a new facility that provided considerably more room than the previous building. Although staff had been apprehensive about communication with the units of the CDHS remaining in the old facility, no communication problems were mentioned in the course of the interviews. The operations between the various divisions of the CDHS were, in fact, reported as being "fairly timely, with an occasional glitch."

Assessment/Assignment

When a client applies for ADC through Intake or is redetermined for eligibility by an Ongoing IM staff person, he/she is informed about the JOBS program and signs a Rights and Responsibilities form. IM codes each applicant as exempt or required (control or treatment) but Richland Works! staff determine if the client must participate in JOBS or simply appear for a mandatory assessment.

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[1] Site visits conducted March 9, 1989, February 21 and July 23, 1990, and July 22-23, 1991.

Clients referred to the JOBS program are notified by mail of their assessment and assignment appointments. Of the records examined, the majority of cases were notified of their scheduled appointment between seven and nine days prior to the event.

During the summer months, group informings are conducted three times a week; during the rest of the year, group informings are conducted four times a week. An attractive color video, which explains the JOBS program in detail, is used during the group informings. The group informing lasts about 25 minutes. Then, the TABE practice and locator tests are administered as part of the same appointment; this requires an additional 35 minutes.

The assignment interview is conducted the following week. The interviewers ask questions intended to elicit job goals and barriers to employment. Although other factors are included in the assignment of a client to a component, the major factors considered are presence/absence of a high school diploma or GED, work experience, and attitude. A client without a high school diploma or GED will usually be assigned to E&T; one with a diploma/GED but no work experience will usually be assigned to CWEP as will one with work experience but a poor attitude. A client with both diploma/GED and a good work history will be assigned to Job Club. There are, of course, individual exceptions as appropriate.

Clients are brought in for re-assessment every six to 12 months. At that time, forms are reviewed to update information, check on barriers to employment, and determine if new skills have been gained or a GED obtained.

Clients are asked if they wish to continue or change their assignment. Two interviews were observed during the site visit. The first interview was the re-assessment of a single mother who had two to three years of work experience, a high school diploma, and a desire to improve her computer skills. It was determined that she would be more marketable if she took a few short computer courses that would cost about $40 each through a community education program, so she was assigned to E&T. This interview took 20 minutes.

The second interview was an initial assessment and was 15 minutes in length. The client was a mother of two children, one three years old and the other five. "Annie" had experience using computers and as a waitress; of the two, she preferred using computers, but was vague about the specific applications she might be interested in. Annie requested the E&T component. The interview ended with Annie being given a deadline by which she was to have called an adult education program to arrange for computer courses.

The JOBS administrator estimated that 40 percent of ADC clients appear for orientation/assessment in response to their first notification, 40 percent appear in response to subsequent contacts, and 20 percent who are sanctioned for failure to appear. An estimated 7 percent are classified as not job ready, mostly because they lack transportation or because supportive service needs cannot be met.

Program Components

Good CWEP sites were said to be "hard to find." The site selected for the project interview was supposed to receive six CWEP workers (not all ADC) but only two had reported. An attendance sheet is filled out once a month and this is the vehicle by which JOBS is informed of "no-shows." Some of those who do report for work initially display poor work ethics and inappropriate behaviors, but soon become excellent workers. The average ADC recipient stays at the site for 12 to 13 months and leaves to go either to a new site or a non-welfare job.

The welfare recipient assigned to the CWEP site had been there for more than a year. "Bev" had been assigned to the site when she was an ADC recipient and continued at the same site when her status changed to GA. Bev reported never liking school, but she has enjoyed learning through staff development sessions. One former welfare recipient obtained permanent, full-time employment at this site as a result of her placement there as a welfare recipient.

The E&T site visited at the time of the interview was an ABE/literacy program. Of the approximately 152 ADC recipients who had been referred to the ABE and literacy program, 100 were active participants at the time of the site interview. From 140 to 150 GA and ADC clients had received their GED in the preceding year. Obviously, the program is very successful for some clients. Other clients progress very rapidly for a time but then reach a point of diminishing returns.

Clients referred to the program are administered the WRAT for reading and mathematics, and are given an orientation to the program. ADC clients are reported as having no unusual or common problems as a group. Attendance reports are sent monthly to the JOBS program. If a participant misses two or more days per month, the ABE/literacy program sends them a counseling letter in addition to any communication the JOBS staff may send. The interaction between this program and JOBS is reported to be excellent.

The client interviewed at the E&T site, "Carol," reported first participating in JOBS in 1989 when she returned to Mansfield after losing a job in another city. For a month, she and her three children lived in a shelter for the homeless. Carol's first assignment was to a CWEP site where she sorted dirty clothes. Carol did not like that assignment but felt, at the time, that she had no choice. After two to three months, Carol obtained part-time employment and was then assigned to E&T. Carol would rather be working than attending an ABE program. She realizes, however, that her lack of knowledge and ability holds her back from obtaining a good job. Carol believes that the JOBS program, with its requirement to work or take part in education or training, is a good idea.

At the time of the 1990 site visit, Job Club was provided by an independent consultant at the JOBS site. However, at the time of this site visit, Job Club was contracted to the JTPA program, but still housed at the JOBS site. The Job Club site visited is usually assigned 10 to 15 new clients each month; about 75 percent actually report. The names of those who do not report are given to the case worker. A new Job Club starts every month and runs four hours a day, five days a week, for two weeks. The sequence of the activities and the amount of time spent on each topic varies according to the clients' needs. Topics covered include attitude, self-assessment, resumes, interviewing, and career strategies. At the Job Club site, a telephone bank, videotape equipment, career information, and newspapers are available for use by participants. Transportation is reported to be provided as needed. Participants also register with OBES.

Although participants may not feel comfortable with their Job Club assignment initially, they generally have adjusted by the end of the orientation session. The coaches try to instill in the participants a feeling that they must and can help themselves and realize that they do have options. The verbal feedback received from employers indicates a high degree of satisfaction with the Job Club participants they have hired. Placements are reported to JOBS via the placement reports.

The ADC recipient interviewed about Job Club participation was one who had chosen to participate in that component because she viewed it as the shortest route to employment. This was her first time to receive welfare. She did find a job through Job Club and accepted it; unfortunately, the job paid only $4.25 an hour.

Richland County is part of a four-county SDA that also includes Morrow, Ashland, and Knox counties. The Richland office is considered a grant recipient rather than an administrative entity. An estimated 30 percent of JTPA clients receive public assistance. In addition to contracting with JOBS to provide Job Club, the Richland County PIC has a formal contract to run the SEP component. The SEP component was being run by the county JTPA office as a personal service contract. The relationship between JOBS and the JTPA was reported to be cordial and contacts to be frequent. The CDHS directors of the counties encompassed in the SDA rotate participation on the PIC; however, the Richland County JOBS administrator regularly attends the meetings and shares information.

At the time of the site visit, the county JTPA was conducting their own assessment of any JOBS client referred to them, but were anticipating an on-line linkage between JOBS, the local youth agency, the city schools, and JTPA that would improve the exchange of information.

An employer of a former ADC recipient was interviewed and reported great satisfaction with the employee's performance. "Joan" had first been placed as a CWEP worker in the community organization. Joan's employer had had successful experiences with CWEP workers prior to Joan, but had never had the budget to hire anyone as full-time, permanent employee. He was pleased to have the opportunity to do so. The amount of on-the-job training was said to be no more than for any new hire. The employer described the employee as "...bright, honest, capable, and accurate." For her part, Joan enjoys the work and the independence that employment brings.

Impressions

Some service providers do not like being bound by welfare rules and regulations but freely allow that some ADC clients might not be participating in their programs, if not for JOBS. They want JOBS to enforce participation but do not want to deal with the paperwork needed to document participation. The belief that initially it would have been more cost-effective to give the JOBS money to JTPA because JTPA was already providing the services required by JOBS was also voiced in this county, as in others. However, it did not appear that these opinions were causing barriers between the two entities.

In this county, as in others, the opinion was expressed that short-term (six-month) training and/or education programs be emphasized. It was stated that some individuals had "plateaued" in their progress in ABE/GED programs and that a two-year limit be put on education. Monitoring of progress undoubtedly needs to occur, but to set an arbitrary limit may be counterproductive.

Richland county's inclusion as one of the first JOBS counties was unexpected and without much prior notice. In July 1988, a new CDHS director was hired. At that time, Richland was not expected to begin the JOBS program until April 1991. In November 1988, the decision to implement JOBS in Richland in January 1989 was made. The JOBS administrator was hired four weeks prior to JOBS implementation.

The majority of the demonstration counties had six to eight months to prepare to implement JOBS. Even in those cases, the new rules and regulations as well as new forms and procedures necessitated by the new program resulted in the hiring of new staff, transferring of staff from one position to another, training in new duties and procedures, and, in most cases, decreasing space per employee in already crowded quarters were difficult and stressful. Taking these factors into consideration, it is not surprising that, at the time of the 1991 site visit, Richland Works! was behind on assessments, partially because it had been behind from the beginning. Other factors, such as the lowering of the age limit on the child exemption rule, increased that backlog.

In the past year, Richland Works! appears to have developed a closer working relationship with both JTPA and the ABE/GED program. The JOBS program is now a known entity and expectations appear to have leveled off. At the same time, the need for the JOBS program continues to grow as the unemployment rate and number of ADC cases continues to increase.

SENECA COUNTY[1]

Seneca County, located approximately 40 miles south of Lake Erie, had a population in 1990 of 59,733, a 3.5 percent decrease since 1980. The county seat, Tiffin, has a population of approximately 20,000. In 1990, the unemployment rate for the county was 8.2; by June 1991, the unemployment rate had climbed to 10.2 percent. The number of ADC cases as of June 1990 was 982, of which ADC-U cases were 20.3 percent of the ADC population; by June 1991, those figures had risen by 10 percent to 1,075, of which 21.0 percent were ADC-U. Seneca County has 18 cases per 1,000 population (up from 15.4 in June 1990), ranking it tenth among the 15 demonstration counties.

The JOBS program remains part of the Income Maintenance (IM) unit. During March and April 1991, five caseworker positions were vacated in IM. The last position was vacated in April. As of late July, all five positions remained to be filled. The positions are tied to civil service procedures that contribute to the length of the hiring process.

The operations within the agency have not been smooth. In April, it was decided that all sanctions incurred prior to February 1, 1991 that were still pending would be automatically granted good cause, even if it was a second or third sanctionable noncompliance. A decision on how to process the remaining sanctions still had not been made as of July 28. Some of the clients, when called in again, have not appeared. This is not the first occurrence. All sanctions and intentions to sanction issued between December 1988 and July 1989 were likewise granted an automatic, blanket "good cause."

Assessment/Assignment

The JOBS program staff assess or reassess an average of 48 ADC clients a week. About 60 percent are mandatory participants, and the remainder are assessment only, except for about 1 percent of exempts who volunteer to participate. Volunteers are not treated differently from mandatories during processing. Eighty to 90 percent of all ADC interviews are initial interviews. The clients whose records were examined during the site visit had received between six and 28 days notification to appear, with the majority receiving 10 to 28 days. Each assessment interviewer has 10 appointments scheduled each day. One assessor stated that she had 700 cases and another that she had 683 cases assigned at the time of the site visit. These figures included cases that were inactive but which had not been processed into that status due to a backlog of work.

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[1] Site visits conducted March 23, 1989, February 15 and August 6, 1990, and July 25-26, 1991.

At least every 12 months, clients are brought in for reassessment. At the time of the site visit, interviewers were using a tickler file to remind them that it was time for a client to be brought in for a re-assessment. Once all files are on the CRIS-E system, it is anticipated that CRIS-E will be used to generate the names of clients who are due for a re-assessment.

The JOBS program administrator estimated that 40 percent of clients appear in response to a first request and only 2 percent are ever sanctioned for failure to appear. Seventy percent are assigned to a program component, 30 percent are classified as not job ready.

Orientation is conducted five days a week. After ADC applicants view a tape orienting them to the JOBS program in Seneca County, they sign a Rights and Responsibility form. The WRAT-R2 is then administered. The spelling and math portions (10 minutes each) are administered to the group; the reading portion (three to five minutes) is administered individually.

During an initial interview, the interviewer asks the client about work history, family situations, reasons for having lost previous jobs, and level of education and training. Attitudes toward work that may have caused a loss of employment are of particular concern. If clients possess counterproductive attitudes toward work or have poor work histories, they are generally placed at CWEP sites that will assist them in improving their employability skills in these areas. However, clients who lack a high school diploma or GED are usually placed in the E&T component. Of all clients referred to E&T, about 80 percent enter an ABE program.

Clients assigned to E&T who cannot attend classes the hours as required by the amount of their grant are expected to complete the required hours at a CWEP assignment. On the 6802, the *total* hours worked are credited to the assignment where the *most* hours are worked which, if the dual assignments are E&T and CWEP, is usually E&T. If a dual assignment is not possible due to scheduling difficulties, the remaining hours are excused. The *actual* hours are then entered on the 6802.

Two interviews were observed; both were reassessments. The first client's youngest son was three years old and she was concerned about day care for him. "Maggie" had worked in a factory, as a cashier, and also as a janitor. At the time of the interview (July 1991), Maggie was still receiving unemployment compensation but it was scheduled to end in September. Maggie also had a doctor's appointment in August to see if a bad knee would place any medical limitations on her. The interviewer discussed E&T as well as Job Club placement with Maggie. Because Maggie did not have a high school diploma and Job Club had no openings, it was determined that studying for her GED would be best for Maggie (her reading and math levels tested low) and so she was placed in that component. However, if an opening in Job Club were to occur before ABE classes started in September, the interviewer would place her in Job Club because of her work experience and desire for employment. Maggie seemed agreeable with the plan but adamant that she would not leave her son with a stranger. She was also concerned about her JOBS requirement interfering with her part-time employment but was assured that JOBS could be scheduled around it. This interview took 32 minutes, including the completion of an employability plan update and the signing of a release of information and a rights and responsibilities form.

The second client, "Carol," has two children, one who is 18 and lives with Carol's ex-husband, and a son who is 12. The 12-year old, who usually lives with Carol, is now living with his father but is expected to return to Carol's home. Carol has work experience in accounting but wants to be a flight attendant, travel agent, or model. Carol's work history is spotty and, in the interviewer's opinion, Carol probably will "continue to drift from job to job." Carol had previously been placed at a CWEP site where her physically abusive ex-spouse was also placed; her greatest concern was that this not happen again. However, at the time of the site visit, Carol was employed at minimum wage for 30 hours per week and so was exempt from JOBS.

Program Components

The JOBS program had CWEP contracts with 37 agencies that provided 48 sites. At the time of the site visit, CWEP workers were assigned to 33 sites. The CWEP site visited was an apartment complex where many ADC and other public assistance recipients reside. At the time of the site visit, six ADC recipients were assigned to the complex (three of whom had been there for one year) and all were reporting as scheduled. The job duties include snow removal, window cleaning, trimming shrubbery, and minor maintenance, as well as serving as community room monitor. Because the recipients are not bonded or insured, they are not allowed into the rental units or on the roofs. No extra supervision has been required and the attitude of the workers was reported as good. The property supervisor stated that the work experience will "give them a competitive edge." According to the apartment manager, the main reason for a CWEP termination is that the individual obtains employment.

The ADC client interviewed at the CWEP site was a female without a driver's license or high school diploma. She had been on the CWEP assignment for 18 months. Initially, the assessor had wanted "Diane" to work toward a GED and Diane had concurred. However, Diane was under treatment for cancer at that time and could not walk to the GED site. Diane had previously held a job, so she did not feel that she needed job-keeping skills. However, the CWEP assignment in a small recreation center in the apartment complex had given her experience in running a cash register. Her other duties were to clean the recreation center and watch the youngsters who came in to play. Although Diane felt that the JOBS program was a good idea, she was pessimistic about the chances of finding a job that paid a living wage and provided health insurance.

The E&T provider interviewed had 320 students enrolled in its ABE program. Of these, about 240 were welfare clients and approximately half of the 240 were ADC clients. During the past year, 24 welfare recipients had obtained a GED. Generally, welfare recipients are enrolled in Levels 1 and 2 of the ABE program; they demonstrate poor writing and mathematical skills. Overall, the welfare recipients are afraid they cannot learn because previous efforts met with little success. Even in the ABE program, some of the welfare recipients have caused problems by bringing in Walkmans, taking numerous breaks, and sleeping in class. Three recipients have had to be asked to stop attending the program.

The employer interviewed had hired one ADC recipient to type, prepare reports, issue food stamps, and act as backup receptionist. No problems were encountered in supervision or instruction; the employee was described as "responsible and dependable."

The Seneca JOBS program contracts directly with WSOS, a community action agency/JTPA entity, to provide Job Club. (In the first year of this study, Seneca JOBS contracted through JTPA to WSOS as a pilot project; in the second and this, the third, years, the contract was directly with WSOS.) For each ADC recipient who is enrolled, WSOS receives $200; for each completion, $325; and for each placement, $100. The maximum possible payment is $625. A new Job Club is started at irregular intervals. The two previous to the site visit were started in September 1990 and May 1991. Job Club runs for six weeks. Clients who do not get jobs are reevaluated and placed in another activity. WSOS was characterized by the JOBS administrator as lacking a general understanding of and willingness to abide by JOBS rules, and inexperience with serving truly hard-to-serve clients. Although the JOBS administrator was not satisfied with WSOS, alternatives appeared limited.

No SEP contracts were awarded during the year prior to the site visit.

Interaction with Other Agencies

The local PIC serves five counties and has 25 members on its board. Its relationship with Seneca County's welfare programs goes back to before implementation of the JOBS program. Someone representing JOBS attends some of the PIC meetings. JOBS staff appear to be willing to work with other agencies. However, it takes cooperation on the part of other agencies to make relationships work. In the words of one service provider, "When coordination and linkage works, it's because the principals know each other and see the advantage of it."

In Seneca County, as well as in other counties that are part of this study, not everyone is eager to work with welfare recipients or the JOBS program. The JTPA director interviewed stated that one educator at the postsecondary level believes that the administration and services that his office must now provide to JOBS clients should be the responsibility of an agency "better able to serve this client group." Any apparent strain in the relationship between JOBS and the local PIC appears to arise from the different philosophies of the two entities, driven in large measure by the rules and regulations that govern them and the criteria used to evaluate them for purposes of funding. JOBS is viewed as a longer-term intervention than a "quick fix."

Impressions

Some individuals who were interviewed believe the SEP and Job Club components should be subcontracted to the local PIC, which has a longer history of working with clients in these areas. In the first year of this study, the PIC was only the administrative entity and the Job Club contract was made with WSOS through the PIC as a pilot project funded with 6 percent monies. During Years 2 and 3, the Job Club contract was let to WSOS directly, because it was the only provider available (the Seneca County Department of Human Services had insufficient space and staff to provide Job Club itself). However, it appears that the rapport between JOBS and JTPA is better than between JOBS and WSOS.

Within the CDHS, the JOBS program, by all indications, is not taken very seriously. Coordination or, rather, lack thereof, within the CDHS was a serious problem at the time of the site visit as evidenced by the arbitrary granting of good cause for sanctions incurred prior to April 1991. A second indication was the absence of the IM Supervisor II on the day the site visit was scheduled, although the JOBS administrator had attempted to schedule an appointment. Considering that the JOBS administrator reports directly to the IM Supervisor II, it is all the more surprising that the interview was not given more consideration. Another indication is the lack of sufficient assessors to keep up with the referrals from IM; two assessors stated they had caseloads of approximately 700 each at the time of the site visit. Although this number reflects a number of inactive cases, the fact that the assessors had a backlog sufficiently large to prevent the movement of these cases into the inactive case files speaks for itself.

The assessment process has been handicapped by improper coding by IM intake and ongoing workers. Difficulties hampering assignment of clients include a lack of appropriate sites, slots at sites, tutors, and backlog of paperwork experienced by the assessors.

The E&T provider had three suggestions for ways in which JOBS could improve the program as it relates to ABE. The first was that a limit be imposed on the amount of time allowed to obtain a GED. The second was that the JOBS program should provide information to clients about the kinds of jobs they would be eligible for if they obtained a GED. And the third suggestion was that the JOBS E&T coordinator should visit the ABE program more frequently to talk with clients who are behavioral problems.

STARK COUNTY[1]

Stark is a moderate-sized, metropolitan county in northeast Ohio. Its major city is Canton, which together with Alliance and Massillon constitute most of the metropolitan area. The county lost 11,238 population between 1980 and 1990 giving it an official 1990 population count of 367,585. In June 1991, Stark had 7,689 ADC cases, an increase of 472 over the same month in 1990. The percent of ADC-U was 12.8 which was an increase of only 0.8 over 1990. Its rate of 20.9 cases per 1,000 population ranked Stark County seventh among the demonstration counties. The average monthly unemployment rate during 1990 was 6.2 percent, one-half of a percentage point above the state average. By June 1991, its unemployment rate had risen to 7.4, a full percentage point higher than the state rate.

Along with Montgomery County, Stark was the only other demonstration county to have operated a program for ADC recipients prior to 1989. This demonstration, however, was established to serve only ADC-R clients with children in the age range 6 to 14. ADC-U were not included in the demonstration until January 1991; they were, however, served by the work program since May 1987.

Between the 1990 and 1991 site visits, in April 1990, the position of the JOBS program within the CDHS was changed. When the program was visited in 1990, JOBS was a separate unit and its administrator reported directly to the CDHS director. In 1991, it was a part of IM and its administrator reported to the IM administrator. Together with this change in the organization structure of JOBS, there was a change in the administrator of the program. The JOBS administrator at the time of the 1991 site visit had been the assistant to the former administrator.

The change of JOBS in the CDHS structure was accompanied by a reduction in staff. In 1990, the program had 50 staff positions--11 of which were unfilled. In 1991, the program had 45 positions with seven unfilled. In addition to the usual work program components, the JOBS unit also administers the Ohio Homemaker/Home Health Aide (OH/HHA) program. This program has 10 staff positions with three vacancies. There are thus six sections within JOBS: Data Management/Reception; Assessment; Community Work Experience Program/Training; Job Club/SEP Job Development; Basic Education/IM Coordination; and Ohio Homemaker/Home Health Aide/Employment Barriers. Employment Barriers is not one of the standard JOBS components. It works with those recipients who are not job ready because of serious barriers, such as mental or physical health, substance abuse, or unstable family situation.

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[1] Site visits conducted on March 23, 1989, March 8 and June 28, 1990, and July 22-24, 1991.

Assessment/Assignment

As noted above, in Stark County only ADC-Rs are involved in the demonstration program. During FY 1991, those with children aged 1 through 5 were brought in for assessment only; those with children aged 6 through 14 were brought in for assessment and mandatory participation.

The JOBS program in Stark was noted in the second annual process report for the efficiency of its scheduling, which enables it to conduct orientation and assessment interviews with a minimum of waiting time for clients. The orientation/assessment sessions are scheduled hourly, at 8:45, 9:45, 10:45, 1:30, and 2:30. For each session, eight to 10 recipients are scheduled for the six interviewers. The recipients first view a 15-minute videotape that explains the components and the Rights and Responsibilities form. During the time the recipients are viewing the film, each interviewer reviews the file(s) of the recipient(s) he/she will be interviewing. In the 45 minutes remaining in the schedule, the interviewer meets with one to two recipients, and completes the necessary paperwork associated with the case(s). From the client's perspective, this procedure was found to be the most efficient in the 15 counties visited.

The main limitation of this procedure is that it provides no time for testing. Consequently, the interviewers must base their assignment decisions on the clients' self-report of their educational attainment on the background information forms which they complete. For clients without diplomas, this is not a problem. Most are assigned to ABE/GED and the providers of these classes do their own assessments before designing instructional plans for individual clients. The absence of test scores, however, makes it difficult to determine if clients who have diplomas have adequate skill levels to benefit from post-high school education or training programs. Most of these programs, however, also conduct their own assessments before designing educational plans for the clients who are referred.

One assessment and one reassessment interview were observed. Both were with ADC-U recipients with spouses present. The assessment interview was with a couple who had applied for ADC on March 8, been approved on June 5, and reported for their assessment interview on July 23 in response to their initial notification. They brought their four children with them and the interviewer provided crayons and coloring books for the children to play with during the interview. The husband had been employed in a job that originally paid $900 per month, but the employer kept cutting his hours until he was earning only $200 per month. When his earnings fell to this level, he applied for ADC. The husband had dropped out of high school in the tenth grade. In 1988, he had completed a training program in heating and air conditioning while enrolled in JTPA. The decision was made that the husband would enroll in a GED program. The husband reported he felt this was the best assignment for him, but he was concerned he may not be able to "do it" [learn enough to pass the GED test]. The interview took 43 minutes.

The re-assessment interview was with an couple who had been enrolled in JOBS for three and one-half years and had both taken training programs while enrolled. The husband had completed a graphic arts program and the wife a secretarial program. They were being re-assessed because the programs had not led to employment. The husband was assigned to Job Club, and the wife was assigned to the pending status while she continued to seeking employment on her own. The interviewer explained later that the husband's assignment was influenced by his nervous manner during the interview. The observer had noticed his anxiety also. The interviewer felt Job Club might encourage the husband and give him more self-confidence. The interviewer commented that the wife appeared to be the more employable; the husband might become a house-husband caring for the children while the wife worked. This interview took 27 minutes.

Program Components

When reviewing the JOBS files in Stark County, we were struck with how complete the monthly reporting system was for each component. It was possible to trace clients from their initial assignments through each month of attendance at each component in which they took part. All of the monthly attendance forms were present and filed in chronological order. These files reflected an efficient tracking system that was monitoring the performance of all clients. These impressions were reinforced by the attendance figures for clients assigned to CWEP sites. In the month of May 1991, 29,092 CWEP hours were scheduled and 19,839 (68 percent) of these hours were worked.

The JOBS administrator reported that the county has CWEP agreements with 107 agencies and clients are assigned to each one. The CWEP site that was visited gave further confirmation: all five ADC clients assigned to this site were reporting as scheduled and the GA recipients who had not reported were quickly sanctioned and not rescheduled. This site was a hospital with an on-going volunteer program, and its CWEP workers were treated as if they were volunteers. We have observed in other counties that this arrangement works very well. Clients assigned to the hospital are interviewed by the volunteer coordinator before being accepted, and a background screening is conducted. When the coordinator interviews clients, she determines the times that would be most convenient for them to work. Volunteers perform many different tasks in the hospital, such as the information desk, snack shop, medical records, and registration, and the CWEP assignments rotate through all of them. The coordinator said that she and her secretary are the only ones who know which volunteers are CWEP assignments.

The hospital had been accepting CWEP assignments for only four months when it was visited, but even in this short period, two CWEP workers had been hired into regular jobs. One of these workers was interviewed. She was a young woman who had been on ADC since the birth of her child in 1983. In November 1990, her child turned seven and she was notified to report for a JOBS assessment interview. She had a high school diploma, but no work experience and consequently was assigned to CWEP at the hospital. She worked at a variety of tasks and reported that the assignments, "Gave me confidence in myself. I can do something. I'm not just sitting anymore." At the time she was interviewed, she was working on a part-time basis at the hospital, but her earnings were not high enough for her to stop receiving cash assistance.

The employer that was interviewed in Stark County was also a CWEP site that had hired former CWEP clients. The reactions of this employer were typical of others interviewed. If the CWEP clients perform well in their assignment, are reliable, conscientious workers, they are often considered for regular employment as positions become available. As this employer put it, "It boils down to attitude, no matter where they come from."

The comments of the former CWEP worker who was interviewed at this agency were also typical. Her experience in JOBS was almost identical to the young woman who was hired at the hospital. She was a young mother with a high school diploma but no prior work experience who was originally assigned to CWEP. She had some typing skills and worked as a clerical specialist at the agency. In this position she learned to use the computer for word processing and to transcribe recorded dictation. After eight months as a CWEP worker, she was offered a regular job paying $5.50 an hour. She credited CWEP with giving her the confidence for a regular job: "I had no experience. I was scared to get a job."

The most frequent component assignment in Stark County is E&T. A little over 40 percent of those in E&T are assigned in ABE/GED and approximately the same percentage are in skill training/degree programs. Most of the remainder are in Employability Barriers, which is directed to those with problems that cause them to be unemployable.

The E&T site visited in Stark county was an ABE/GED program operated by a local school district. The program is located in an Employment Service office where it occupies approximately one-third of a large, open area. There are no walls between the instruction area and the Employment Service staff who occupy the rest of the space. The two instructors who were interviewed had no complaints about this arrangement. In fact, they felt being located in the same office was an advantage because they received many referrals from the Employment Service. This program used a screening test that was not encountered in any other demonstration county, the Slosson Oral Reading Test (SORT). The form used consists of 5 lists of 20 words, with each list at a different level of difficulty. The testee is given five seconds to read each word aloud. The instructors report that these lists enable them to quickly determine the grade level at which a new referral is functioning. Anyone whose performance is at the fourth grade level or below is referred to a one-on-one literacy program.

The instructors' experiences with JOBS referrals are the same as in other ABE/GED sites visited. The program receives about 10 referrals a month. Some never report; some come for testing and never return. A few clients come with a "chip on their shoulder," a carryover from previous negative experiences in educational settings. Once they find they can learn, however, most "come around." Those who have sporadic attendance do not continue. Only once in four years did the instructors have to ask the JOBS staff to remove a client from their classes. The program receives no financial support from the JOBS program.

Two young women, both ADC recipients, were interviewed at the E&T site. Neither seemed particularly enthusiastic about their participation. Their attitude implied that since they had to do something to satisfy the JOBS requirements, this is what they preferred to do. The low number of hours they had to attend, just three hours a day, two days per week, seemed to be a factor in their preference for the GED program. A single ADC recipient with one child in a CWEP assignment, in comparison, would have to work a minimum of 64 hours per month.

The JOBS administrator reported that some of the problems that prevent clients from obtaining employment are amenable to intervention, if the clients are willing to make the effort. These typically include drug and alcohol addiction, treatable health conditions, and communications problems caused by limited English proficiency. In Stark County, instead of classifying these clients as not job ready, they are assigned to the Employment Barriers unit, an E&T component, and worked with on a case management basis. JOBS staff refer clients to community agencies that specialize in the problems the clients are facing, and monitor the clients to make sure they participate in the services the agencies provide. In July 1991, about 10 percent of the ADC clients assigned to E&T were receiving services under Employment Barriers. No information was obtained on the number who are able to progress to regular assignments.

The JOBS program administers one training option itself, the Ohio Homemaker/Home Health Aide (OH/HHA). This option combines E&T with SEP. The program is quite selective; only 17 trainees are admitted each year. Applicants must have an eleventh grade equivalent reading test score, a police check, and personal interviews with two different staff members. The interviewers seek trainees who will relate well to older people and others they will be serving. The training is provided by the Canton City Schools under a performance-based contract that pays $569 for each client who completes the program. The training consists of the equivalent of 205 classroom hours, including a supervised practicum. Upon completion, the clients are hired by the CDHS under a SEP contract to serve elderly people and others who need assistance to continue living independently[2]. The aides provide personal care and other services, such as laundry, shopping, and meal preparation to enable these individuals to continue living in their homes. The aides earn $5.25 an hour.

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[2] These contracts are reported under the OH/HHA program and not counted as SEP participants.

The supervisor of this program reported there is a high demand for these trainees, and some are hired before receiving their state certificate as a Certified Homemaker/Home Health Aide. The supervisor is increasing the hours of instruction in the program so the trainees can qualify to take the state test to be licensed as a Nurse's Aide.

A client who is working as a Homemaker/Home Health Aide was interviewed. She was very satisfied with the program and the work she performs. She visits an average of three homes a day where she checks the residents' pulse and blood pressure, helps them to bathe and dress, and does housecleaning and laundry. When asked for recommendations to improve the program, she suggested that the classroom hours be expanded. She and her fellow trainees felt very rushed trying to learn all the material they covered. She would have especially liked to learn more about Parkinson's disease.

JOBS conducts its own Job Club in Stark County, and it is the longest one in the demonstration counties. Clients have six weeks of classroom instruction, two and one-half to three hours per day, four days a week. The curriculum follows the standard format, but more time is spent on group interaction to develop a sense of mutual support and encouragement among the club members. The Job Club supervisor reported that two new clubs start each month, one in the morning and the other in the afternoon. For a typical club, 40 to 45 clients are assigned and a little over half of them report. Of those who report, usually about three do not complete the club. Of those who do complete, a little over half, 52 to 56 percent, obtain employment. These figures are similar to those reported in other counties. The supervisor said that Job Club works best for GA recipients who are willing to accept minimum wage jobs. The club is less successful with ADC recipients because most of them must earn more than minimum wage to equal the disposable income they receive on public assistance.

The Job Club participant who was interviewed at this site was a male in his mid-forties who had applied for public assistance when his unemployment compensation ran out. Job Club had been his only JOBS assignment. As a result of discussions in the club, he felt a need to obtain skill training and had visited a joint vocational school that serves Stark County to determine what programs were available.

The Job Club staff also conducted a one day, mini-job club for clients assigned to CWEP. This workshop covered basic job search strategies, and how to behave in a job interview, including the importance of appearance, positive attitude, and communication. At the workshop, the CWEP clients were registered by the Public Assistance Service Office (PASO) to receive services from the Ohio Bureau of Employment Services. All Job Club participants who do not find employment during the first six weeks of the club are also registered by PASO.

Interaction with Other Agencies

Stark County was a recipient of a Good Jobs grant to develop jobs with higher pay and more career potential than those typically available to JOBS clients. The approach taken in Stark County was to work with PASO and JTPA to conduct a job fair. A total of 146 larger employers in Stark County were contacted to determine if they had job openings. Current JOBS participants were invited to come to the JOBS offices where representatives of OBES and JTPA were on-site to register them and refer them to job leads or schedule them for future services. The Job Club supervisor said that the contact with 146 employers produced 25 job orders, but not all of them met the Good Jobs criteria. In the current fiscal year, the JOBS program is conducting similar job development with the cooperation of OBES or JTPA.

The cooperation in the Good Jobs grant in FY 1991 was one of the few interactions between JOBS and JTPA in Stark County. It was obvious from conversations with the administrators of these two programs that they have basic disagreements about how the delivery of services to welfare recipients should be structured. The following summaries attempt to present the basic positions of each administrator.

The JTPA director sees JOBS as duplicating services that his program could and should be providing. He feels that JTPA is the specialist in employment and training. Its staff have had many years of experience and know what practices are likely to be successful and which are likely to fail. He feels that JTPA's knowledge and experience were not drawn upon in the planning for JOBS and that suggestions it could contribute for ways to improve JOBS present services are still not being sought. Most of all, he feels JOBS is not accountable: there are no performance standards that it must meet and no group, such as the Private Industry Council that governs JTPA, overseeing its operation.

The JOBS administrator sees her program quite differently. In her view, the CDHS staff have a better understanding of the characteristics and problems faced by welfare recipients, and because of this understanding, are better able to serve them. Conducting JOBS as part of the CDHS minimizes the bureaucratic shuffle the clients would experience if they were referred to another agency. Her major point goes well beyond administrative efficiency. She feels that JOBS is the first program that has treated the truly poor, those who receive public assistance, fairly. Other programs have claimed they were going to help the poor, but there have been so many restrictions on these other programs that all they did was raise the clients' hopes and lead them into yet another failure. JOBS, she feels, is the first program that says to its clients: "We are going to give you whatever help you need and continue that help as long as you need it. If you try, we will help you to gain a better life." She notes also that the JOBS program refers hundreds of its clients to JTPA each year when it feels the services JTPA can provide are appropriate for those clients.

There are obviously valid points in both positions. Regardless of which one is preferred, it is clear that there is little cooperation between these two programs in Stark County. Considerable effort and accommodation will be needed on both sides if they wish to move beyond the present situation.

Impressions

The JOBS program in Stark County is well managed. Its scheduling system for assessment interviews and its tracking/monitoring system for clients assigned to components are among the best observed in the demonstration counties. The scheduling system processes clients in one day with a minimum of waiting time. It does not, however, allow for testing of clients. Consequently, interviewers must make assignment decisions without information on the literacy and computational skills of the clients.

The tracking system for CWEP assignments yields data at a level of detail--hours worked as a percentage of hours assigned--encountered in only two other counties. This close monitoring also appears to have some impact on clients--two-thirds of the hours assigned were actually worked. Clients seem to be aware that if they do not work their assigned hours, there will be consequences.

The most obvious potential problem in Stark County was the limited working relationship with JTPA. In other counties where there were few interactions, the two sides at least claimed they were communicating and trying to work together. In Stark County the administrators of the two programs explained in very clear terms why it is difficult to work together. We have insufficient information to judge whether this limited coordination constitutes a real problem in Stark. The JTPA director thinks it is. The JOBS administrator and her supervisors in the CDHS feel they are providing essential preparation to many clients who are not ready to benefit from the more advanced employment, education, and training services funded through JTPA.

The JOBS administrator was asked to review this draft. She reported that as a result of discussions prompted by the site visit, JTPA and JOBS have made a concerted effort to work more closely together in service delivery to their mutual clients. There now is an agreement of cooperation in place and the two programs are jointly working to develop a "campus" type service delivery system that will eliminate barriers to cross-registration and referral and ensure that participants have their needs met in the best way by one or both programs.

SUMMIT COUNTY[1]

Summit is a metropolitan county in northeast Ohio. Its population in the 1990 census was 514,990 making it the fifth largest in the state. Summit had a decline between the 1980 and 1990 censuses of 9,482 people. The major city in the county, Akron, has suffered serious economic problems with the loss of many manufacturing jobs, particularly in the tire industry. In June 1991, Goodyear announced it was moving its corporate headquarters from Akron. The economy is recovering somewhat in the service sectors. Like other urban counties in the state, Summit has a large minority population, high per capita income, and relatively high educational attainment. In June 1991, it had 12,455 ADC cases, 817 more than the previous year. Summit's rate of 24.8 ADC cases per 1,000 population ranked it fifth among the demonstration counties. The percentage of ADC-U cases in 1991 was 9.2 which was 0.4 of a point higher than 1990.

The unemployment rate in Summit for all of 1990 was 5.2 percent, one-half of a percentage lower than the rate for the total state. In June 1991 it was 6.1, again about a half a point lower than the state total. When the JOBS program was visited in late July 1991, the manager of the Employment Resources unit reported that he expected to place the largest number of participants of any month since the program began.

Summit County has had the most changes in its administration and staffing of any of the demonstration counties during the three years of the implementation study. From 1989 to 1990, the number of JOBS staff nearly tripled, from 32 to 90. Two new positions of JOBS managers were created, and a new JOBS administrator, titled the JOBS Deputy Director, was appointed. One JOBS manager was responsible for the four units that had been in place in 1989 (Assessment, Job Club, CWEP, and Monitoring/ Tracking), plus Supportive Services. The other JOBS manager was responsible for Quality Assurance, Employment Resources, Job Training, and Education and Training.

When Summit County was visited in 1991, the number of staff had dropped to 52, and the JOBS manager positions were filled with two new people. The Quality Assurance unit had been eliminated and responsibility for CWEP transferred from one manager to the other. The JOBS administrator was asked the reasons for the staff reductions. She replied that a lengthy review of program operations had determined that 90 employees far exceeded the number required to operate the program efficiently. It was also necessary to reduce staff to stay within the program budget. The manager of Employment Resources replied that in the previous year that unit had more job developers than were justified by the number of employment opportunities in the area.

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[1] Site visits conducted on February 14, 1989, March 7 and June 27, 1990, and July 22, 25-26, 1991.

The CDHS also underwent a five-week strike in April and May of 1991 by the labor union that represents its organized workers. The JOBS program continued to operate with a reduced staff during the strike, but the number of clients assessed and assigned to components declined during this period.

Assessment/Assignment

The intake process begins when the JOBS program receives the 6802 forms generated by ODHS. Clients are scheduled for an orientation/testing session and sent letters informing them of the date and time to report. Enclosed with the appointment letter is a personal history form the client is instructed to complete prior to the interview.

At the time of the 1990 site visit, there was a backlog of 300 to 400 clients that IM had referred to JOBS for whom 6801 forms had not been entered into CRIS, and consequently, 6802s had not been created for these clients. During the early months of 1990, a major effort was made to overcome this backlog and by the 1991 visit, 6801s were being entered soon after the referrals were received from IM.

When Summit County was visited in 1990, it used a one-day orientation/interview process and it was not conducting testing. In 1991, Summit was using a two-day process with orientation/testing on the first day and interviews on the second. Three orientation/testing sessions are scheduled each day at 8:00 and 10:45 a.m. and 1:45 p.m. Clients are told to allow two and one-half hours for a session. They are shown a video explaining the JOBS program and questions are answered[2]. After the orientation, the clients are given the full Test of Adult Basic Education, both the Locator and indicated follow-up tests. When they complete the TABE, they are scheduled for their assessment interviews, which usually occur on the next day, and given a nine-page information booklet about JOBS.

In March 1991, the last complete pre-strike month for which data were available, 1,048 ADC clients had been scheduled for assessment and 490 (47 percent) completed the two-day process. Going from a one- to a two-day process did not appear to decrease the number who reported at their scheduled times. For a short period during 1990, when there was extra staff in the Employment Resources unit, some of the job developers contacted clients a day or so before their scheduled assessments to remind them of the date and time. This was not found to improve the number who reported and was discontinued.

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[2] During the July 1991 visit, the video had been prepared but was still under review and was not being used in the orientation.

Most of those who do not report at the time they are scheduled provide acceptable reasons and are rescheduled. About one-fourth do not provide good cause and are notified of intention to sanction. This notification usually brings in about half of those who receive it to sign a compliance form. Those who do not sign the form, about 10 to 15 percent of those originally notified, are actually sanctioned. Failure to report for assessment is by far the major reason clients are sanctioned.

The area in which the assessment interviews are conducted had been redesigned and refurnished since the prior visit. Assessment interviewers have individual work stations constructed of attractive modular office furniture. The dividers between these stations provide some privacy but it is possible to hear conversations across the dividers. In the room where clients wait for their interviews, a motivational video, "Are You Better Off Working?" is shown. This video was produced for Summit County and addresses many of the concerns that clients have about working and about the JOBS program.

Summit is the only one of the demonstration counties that conducts outreach assessment at locations away from the CDHS offices. Assessments are scheduled once or twice a month in branch welfare offices in Northfield and Twinsburg in the north of the county for clients who have difficulty traveling to Akron.

Each day an assessment interviewer has eight 45-minute periods into which clients can be scheduled. The number actually interviewed varies depending on how many clients report for the prior orientation/testing sessions and for the interview itself. Generally, if clients report the first day, they also do so the second day. If a small number report for the first day, however, there are fewer to schedule for the second. The interviewers also must fit in rescheduled interviews and reassessments.

During the 1990 visit, we noted that Summit County had the most detailed instructions on how to conduct an assessment interview of any of the counties visited. By the 1991 visit, these guidelines included a chart to be used in assigning clients to literacy programs. This chart indicates which providers should be used for clients at specified grade equivalency levels. Clients who test below the third grade, for example, are to be assigned to personal tutoring through Project LEARN. Clients scoring between the third and sixth grade are to be assigned to PALS, a computer-based learning system.

Both the assessment guidelines and questions asked of the interviewers indicated that educational attainment and work history are the most important factors in deciding on assignment to components. Clients without a high school diploma are usually assigned to one of the literacy programs designated for their tested grade level. Clients with a good work history, including recent employment, are likely to be assigned to Work Net, Summit County's name for its Job Club. Clients with limited work experience may be assigned to Employability Development Services which is discussed in the following section.

During an assessment, the interviewer lists all the possible assignments a client could receive on the employability plan. The rationale is that if a reassignment is necessary, it can be done without requiring the client to come in to sign a new plan.

Two assessment interviews were observed during the 1991 visit. Both were with young women who had previously been assessed when their youngest children were less than 6 years of age. Under the regulations that went into effect on July 1, they were mandatory participants because their children were 3 years or older. Both were high school dropouts with very limited work experience, but the tested performance of one was much better than the other. The one with the lower scores was assigned to PALS, and the one with the higher scores to a GED program. The interviewer stressed to the higher scoring young woman that the GED was just the first step. The interviewer said that after the client acquired her GED, Pell grants and other forms of financial aid were available for training programs. One interview took 30 minutes and the other 18 minutes.

Program Components

The JOBS program in Summit is the only one in the demonstration counties that conducts its own literacy and job training programs. The literacy program uses PALS developed by IBM. PALS is designed for adult learners whose basic skills are below the equivalent of the average fifth grade student. It combines computer-based programmed learning with high quality graphics from videodiscs to create learning experiences with intrinsic interest and appeal. The guidelines used for assignment to literacy programs indicate PALS is appropriate for those whose tested reading equivalency level is between the third and sixth grade.

The training program conducted by JOBS is called Employability Development Services (EDS). It consists of on-the-job training in either landscaping or building maintenance for county parks, buildings, and grounds. The emphasis in the training, however, is not on specific job skills. Instead, it is on the general skills of reporting to work everyday and on time, getting along with supervisors and co-workers, and carrying out assigned tasks in a responsible manner. These are the skills desired by all employers no matter what the nature of their specific jobs. Clients who perform well in EDS are recommended for Job Club or direct job development. Those who perform less well are recycled or reassigned to E & T or CWEP.

In addition to these efforts, Summit County received a demonstration grant from ODHS under the Good Jobs funding for Project SELF (Support for Employment, a Lift to Freedom). This project is providing intensive support to 75 ADC recipients and attempting to place them in good paying jobs. The project has received a commitment from the Little Tikes Company to give first consideration to applicants referred from Project SELF. When Summit County was visited, the project had recruited, screened (including drug testing), and conducted pre-employment workshops for 24 JOBS participants. Eight had been hired by

Little Tikes and four had found jobs with other employers. Little Tikes starts its new hires at $4.90 per hour and adds two merit increases within the first year. Workers who are retained for the full year are eligible for profit-sharing that has averaged 23 percent of annual wages over the past four years.

It was not possible to obtain from county record systems the number of ADC clients assigned to different components, but all indicators, including the CRIS data, suggest most clients are in E & T. Of these, over half (55 percent) are in ABE/GED programs with the rest almost equally divided between college and skill training programs.

Tracking and monitoring the attendance and performance of clients in E & T appear to be the most serious deficiency in the Summit program. An interview was conducted with a representative of one of the ABE providers. This individual reported she receives no notification when clients are assigned to her classes. The first she knows clients have been assigned is when they come to class. In the 1990-91 academic year, she received forms to report the attendance of clients "about twice." She estimated that about half of those who initially report stop attending before completing their programs.

Tracking and monitoring are also deficient for clients assigned to CWEP. CWEP is the assignment of last resort and is typically given only to clients who reject other assignments or who have gone through other components and been unable to obtain employment. A little less than one-fourth of the enrolled clients are assigned to CWEP, but of those assigned to various work sites only one-third actually report. The staff member responsible for monitoring CWEP clients reported that about 120 requests for sanctions are forwarded to IM each month. In the first 6 months of 1991, however, an average of only 25 sanctions were actually carried out each month.

A supervisor at a CWEP site was interviewed and her experience paralleled the component as a whole. She is with a nonprofit agency that provides services to the elderly. Her agency has 18 JOBS clients assigned but only 6 report regularly. Each month she indicates on the attendance form sent to her by JOBS those who do not attend, but most continue to be listed as assigned to her agency and apparently no action is taken to sanction those who do not report. When the JOBS administrator reviewed a draft of this summary, she noted that clients are not removed from site attendance rosters until the sanction process is actually in place.

As was true at almost every CWEP site visited, this supervisor was satisfied with the performance of those who did report. The agency had hired four former CWEP clients into regular jobs. Unfortunately, these jobs were only part-time, 23 hours a week, paid minimum wage and offered no benefits. Such jobs provide no financial incentive for the average ADC recipient to leave welfare.

A former GA recipient who had accepted one of these jobs was interviewed. She enjoyed her work, which involved miscellaneous clerical duties. She interpreted the offer of a regular job from the agency as a sign that she "was doing something right," and this meant a good deal to her. Her main suggestions for improving CWEP was to get younger people involved: "Those who should be working. Many of the older people [in CWEP] are getting to the age they can't do anything." She also felt more CWEP sites should hire the clients assigned to them.

Summit County runs its own Job Club which it calls Work Net. Two new clubs start every two weeks and continue for four weeks. Each club meets either in the morning or afternoon for two and one-half hours. The first two weeks are classroom activity of the usual type--learning how to find job leads, fill out applications, present oneself in an interview--and the second two weeks are spent in the phone room contacting potential employers. The success of ADC clients in finding jobs through the Job Club has not been high. An internal report prepared by the Job Club supervisor for all of 1991 showed 442 ADC clients originally scheduled. Of these, 21 percent did not report and were rescheduled and 28 percent neither reported nor provided good cause and were sanctioned. Thirty percent completed their participation in the club but did not obtain employment and were reassessed and assigned to other components. Only 11 percent found employment while participating in the club. The remaining 10 percent either had their ADC case closed prior to reporting to the club or had a medical re-evaluation that excluded them from mandatory participation in JOBS.

A Job Club session was observed and several of the participants were interviewed as a group. The session involved how to present one's self in an interview. The class was informal, with considerable role playing and joking both among the participants and between the participants and the coach. Despite the comfortable tone, the coach made sure that the skills being covered were clear to each of the participants and that each had a chance to practice them.

The Job Club members were generally positive to neutral about most of their involvement in JOBS. They were especially complimentary of their coach who they felt worked with them very well, an assessment with which the observer concurred. They agreed with the objectives of JOBS and thought they had been treated fairly, except for the work allowance. They complained that the $25.00 they receive each month is far too little to cover the cost of driving and parking while they attend Job Club. The club meets in a downtown location on Akron's main street. This location is convenient for those who use public transportation, but it is impossible to park in this area for three hours a day for 20 days on $25.00.

Most job placements in Summit County are made by the Employment Resources unit that works on an individualized basis attempting to match employers' needs with clients' skills. The job developers contact employers individually and in group settings to make them aware of the JOBS program. When an employer indicates a need for an employee, the job developers select JOBS clients to refer. A 20 percent sample of the placement records (every fifth page) covering most of FY 1991 was copied and tallied. In this sample, there was information on 108 clients of which 55 were ADC clients who had obtained jobs with an average starting salary of $5.56.

Unlike most counties, Summit has used the SEP component. Employment Resources developed 68 SEP contracts during FY 1991. The manager of this unit feels it is becoming easier to write contracts. While commenting that "Every conceivable thing that could happen did happen in Columbus [ODHS], but the glitches are becoming fewer." Much of the improvement he attributes to the IM workers who act as liaison with JOBS. They have become more adept at diverting recipients' cash assistance to employers.

A SEP employer and the client this firm employed were interviewed. The job paid a fairly good wage, $6.50 per hour, with a monthly incentive payment that ranged from 12 to 15 percent of base. If the client qualified for the incentive, he would thus make from $7.28 to $7.48 per hour. The personnel manager who was interviewed looked upon the wage subsidy from the grant diversion as "a bonus." She was mainly concerned with hiring good, dependable workers and she was quite satisfied with the performance of this client. The personnel manager had heard about SEP when contacted by a job developer from the JOBS program.

The client was generally satisfied with the job and quite satisfied with the way he had been treated by the JOBS staff. He felt, however, he was qualified for a better job. He had managed a bakery in another state before moving to Ohio at his wife's urging. After moving, "My life went all to hell." He divorced his wife and retained custody of his children but could not find a job and had to go on ADC. Although he credited the JOBS program with "getting me back in a working mode--getting up in the morning and all that," he thought the program "was like a body mill" more concerned with processing people than helping them find the kinds of jobs for which they are best suited.

Summit has also placed many clients in on-job-training contracts in cooperation with the Ohio Bureau of Employment Services. In addition, OBES has cooperated in making nonrecurring purchases of clothing, tools, and car repairs that clients needed to accept job offers. The manager of Employment Resources estimated that 40 percent of clients placed in jobs received such assistance in FY 1991. In October 1991, however, the contract between OBES and ODHS under which this cooperation took place ended.

In contrast to its relationship with OBES, the JOBS program has had virtually no contacts with JTPA. When Summit was visited, the administrative entity for Service Delivery Area 22, Medina and Summit Counties, had just undergone a major reorganization. The Private Industry Council, which is the grant recipient, had recently fired its own administrative staff and issued an RFP for another agency to perform the administrative function. The successful bidder was Goodwill, which was just gearing up to carry out its JTPA responsibilities. It is of interest that the Summit CDHS had submitted a bid in response to the RFP to operate the administrative functions.

Impressions

During our first two visits to Summit County, its JOBS program appeared to be struggling more than those in most of the other demonstration counties. Some of these problems arose from the number of clients to be processed. If a program such as JOBS is to be implemented fairly, its requirements must be applied to all those who meet the criteria for mandatory participation. It is far harder, however, to ensure that the requirements are applied to 12,000 than to 2,000. There appear to be *dis*economies of scale when large numbers have to be identified, scheduled, contacted, assessed, assigned, monitored, and sanctioned if they do not carry out their responsibilities. As systems become more complex, communication requirements increase exponentially and information storage and retrieval become critical. In the large counties, the information system has not been adequate to the task. The hope is that CRIS-E will solve these problems. But all of the JOBS participants have to be entered into CRIS-E and continually updated if it is to be useful for monitoring.

Summit has improved the intake side of its operation, but major problems remain with the monitoring and tracking of clients assigned to E & T and CWEP. The most obvious sign of these problems is the low number of sanctions originating from E & T and CWEP. These two components enroll over 90 percent of the assigned clients but account for only about 20 percent of the sanctions, despite indications that many of clients do not report to their assigned activities. Summit County needs to develop procedures that will ensure clients who are assigned to E & T and CWEP actually carry out their assignments.

TRUMBULL COUNTY[1]

Trumbull County is an urban county in the northeast of Ohio, right on the Pennsylvania border. Its major city is Warren. The county experienced the largest actual and percentage population loss of any of the demonstration counties. In 1990 the census count was 227,813, a drop of 14,050, or 5.8 percent, from 1980. The economy of the county is slowly changing from its "rust belt" past. The county was hard hit by the recession of the early 1980s which led to the closing of many of its heavy industries, particularly steel mills. In 1990 the county unemployment was 7.5 percent, almost 2 percentage points over the rate for all of Ohio. In June 1991, the rate was almost the same, 7.6 percent.

The ADC caseload in June 1991 was 5,258, an increase of 467 over June 1990. The percentage of ADC-U cases, 14.2 percent, was 0.2 percent lower than the previous year. Trumbull's ratio of 23.1 ADC cases per 1,000 population ranked it sixth of the 15 demonstration counties, slightly below the rates in the three largest demonstration counties, Franklin, Montgomery, and Summit.

The JOBS program in Trumbull calls itself, "Focus," which is derived from Focus on constructive use of skills. In 1990 the program, which had been located in IM, was moved to Social Services. One impetus for the move was the random moment sampling technique. When JOBS was located in IM, not enough "hits" were occurring to justify the costs JOBS was actually incurring. Now that it is in Social Services, a time study is used rather than random moment sampling.

The Focus program underwent a major organizational change in March 1991 when it shifted to a case management approach. Prior to March, separate staff had been responsible for assessment interviews and for working with the clients after they were assigned to components. Beginning in March these staff members became responsible for clients from initial assessment until they left the program. Although they had had only about four months of experience with these expanded responsibilities, the two case managers who were interviewed were positive about the change. One had previously been an assessment interviewer and the other had worked with clients after they were assigned to E&T. They felt the case management approach gave them a better understanding of the clients and made the program simpler for the clients. The clients know whom to contact if they have a problem or had to miss a scheduled assignment.

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[1] Site visits conducted on March 1, 1989, March 1 and June 5, 1990, and July 9 and 12, 1991.

During FY 1991, Focus has been attempting to work more closely with the JTPA agency that serves Trumbull County. This agency is an incorporated Private Industry Council that acts both as grant recipient and administrative entity. A nonfinancial agreement was developed that describes the ways Focus and the PIC will work together to serve Focus clients. The two agencies have developed a common form they both use to obtain information and to refer clients from one agency to the other. They have an understanding that Focus will pay only those E&T tuition and fees that cannot be covered by the PIC. They are also attempting to coordinate their efforts to arrange on-the-job training as an alternative to SEP contracts.

The JTPA director, like most interviewed, would like to see even closer coordination. He feels that the initial implementation of JOBS suffered from inadequate attention to coordination with JTPA at the state level. In his judgment, an appropriate division of responsibilities would be for the CDHS to be responsible for removing barriers to employment by providing supportive services and pre-employment preparation. When a client is job-ready, JTPA would be responsible for job development, E&T, and on-the-job training contracts.

Assessment/Assignment

The major change in the assessment/assignment process from 1990 to 1991 was the use of a customized orientation video. Trumbull does not conduct group orientation sessions. It is up to the individual case manager to ensure the clients are informed about the program and their rights and responsibilities. During our 1990 visit, relatively little time was spent on informing the clients in the interviews we observed. The interviewers expected the clients to have read the 20 page Information Bulletin, which provides a complete description of the program and of clients rights and responsibilities.

The customized video, which was produced specifically for Trumbull County, presents an excellent overview of JOBS. The video follows an average ADC-U couple as they report to the CDHS building for their initial interview. The couple are ushered into an interview room where they ask many of the questions that clients have when they initially report:

> What is this all about? Are we going to lose our assistance? Are we going to have to do things we don't want to do? What happens if we are sick or can't get to our assignment?

The video answers these questions, and presents short interviews with actual former clients who describe how the program helped them. The video is professionally produced, and the former clients appear relaxed and natural. If we had not talked with some of the former clients who appear in the video, we would have thought they were professional actors.

This video was by a wide margin the best orientation/motivational technique we observed in our visits to the demonstration counties. Unfortunately, during our visits to Trumbull in 1991, it was not shown often enough in the waiting room. This is the room where all clients and visitors wait until they are escorted by a staff member to their appointments. The room is arranged in auditorium fashion with all seats facing a television set at the front. The administrator of the Focus program said that the orientation video is played repeatedly during the day. On the four occasions that we waited in this room during the site visit, the video was not shown. Instead the set was tuned to network shows. Some Focus clients may not see this excellent video because it is not played while they are waiting.

Trumbull is further along than most of the demonstration counties in conversion to CRIS-E. All IM cases are on CRIS-E which means that all new referrals to Focus can be interviewed on-line. The case managers are pleased with the system. It cuts down on paperwork, facilitates communication with IM, and has automatic reminders that signal when different actions should be taken on clients.

As in other counties, the case managers stress education for those clients who do not have high school diplomas. Some clients, however, "just will not hear of it." For those who need additional education but reject E&T, one of the case managers assigns them to CWEP for three months and automatically schedules a re-assessment following those three months. Clients who have a diploma and some work experience are most likely to be assigned to Job Club. Those who present themselves well in the interview, may also be assigned to Job Club, even if they do not have work experience. CWEP is usually the assignment of last resort for those who reject E&T and do not have the characteristics necessary for a successful job search.

An interview was observed with a GA client who had recently been released from prison. The case manager structured the interview around the Information Bulletin which describes the JOBS program. The case manager presented the various components in a positive manner. He even described CWEP, not as working off your grant, but as a chance to get work experience at a site where you might have a chance to be hired. The client was not a candidate for an E&T program because he already had earned two associate degrees. The client had studied personal computer operation in one of his degree programs and wanted to obtain more experience with computers. The case manager decided to assign him to a CWEP site where he would do clerical work and perhaps have a chance to use a computer. The case manager also encouraged him to register with JTPA to see if there were any opportunities for on-the-job training. The interview took 25 minutes.

Program Components

During the regular school year, approximately one-fourth of the clients assigned to E&T are in post-high school skill training or degree granting programs and the rest are in ABE/GED classes. The E&T program that was visited in Trumbull was an ABE/GED class conducted by the Warren City Schools. The class was held in the basement of a church just a few blocks from the center of Warren. This was one of the sites in Warren that offered ABE/GED classes during the summer. The coordinator of ABE/GED for the Warren City Schools asked three teachers to join her in the interview. It was obvious from the number invited that the teachers were eager to talk with someone about their experience working with the JOBS clients.

Their concerns quickly became evident: students who were not interested in improving their skills, but were merely attending classes to satisfy their JOBS requirement. Such students are a new phenomenon to ABE teachers. Before JOBS began assigning clients to ABE/GED classes, the only ones who enrolled were students who wanted to be there. They wanted to learn the skills the classes teach for their own self-improvement or to prepare for additional education or training. Their own motivation caused them to enroll. Many, but not all, JOBS clients are quite different than the traditional student. They come with what the teachers describe as "a chip on the shoulder attitude." The teachers estimated that about half of the JOBS clients stop attending without providing any reason for doing so. Some never return after the initial testing session.

In the past school year, the teachers requested that about six or seven JOBS clients be removed from class because they were disruptive to other students. This is a higher number than any of the other demonstration counties. One of the reasons for the higher number at this site is that it operates five hours a day, four days a week and clients must attend the number of hours required by the amount of their cash assistance. Many GED classes at other sites only operate two hours a day, two days per week. The longer hours may lead to resentment among those who are attending mainly to continue their assistance.

The three clients who were interviewed at this site were representative of the range of characteristics and attitudes that JOBS must deal with. Their experiences in the GED classes and their attitudes toward it are discussed in Part I in Chapter 4.

The Focus program conducts it own Job Club. Two new clubs, one in the morning and the other in the afternoon, start every three weeks. Clients are enrolled for 60 days. The first three weeks are spent in classes that meet for three hours per day, four days per week and cover the standard Job Club topics. Following the classes, the club members are expected to conduct self-directed job searches making extensive use of telemarketing. The coach who was interviewed stressed that the club does more than just help clients find jobs. The club helps them to examine what they would like to do and how to locate the resources that will help them achieve their goals.

This coach, as was true of those interviewed in every county, spoke of the change in people as a result of taking part in the club:

> The attitude change is wonderful to behold. Often we [the coaches] are the only ones who ever listened to and encouraged these people. Some come in

> with a chip on their shoulder, but 75 percent come around. We try not to come down on them. Every once in a while, someone will get disruptive, and we have to have that person removed. Often those who carry on the most, don't really need assistance. They just don't like coming here.

The coach said that for an average club eight to ten clients are referred and six to seven actually report. Just being assigned to the club causes some clients to find jobs on their own. Of those who complete the club, the coach estimated that about 60 percent obtain employment. She provided a list of 79 club members who had found jobs during FY 1991. The average wage they started at was $4.98 per hour. In some cases, club members obtain jobs several months after their clubs ended as a result of contacts made while in the club.

The former Job Club member who was interviewed was a recovering alcoholic who had been persuaded to enroll in a proprietary school and to apply for loans for $7,000. She had completed the school, but the only job referrals she received would have required her to make expensive interstate trips for job interviews. She was now in default on her loans and thought she would have to declare bankruptcy to avoid paying them. When she was interviewed, she had just obtained a job as an aide in a nursing home at $4.25 per hour.

This client fully confirmed the supportive nature of the club. In the course of an interview during which she frequently fought back tears, this client described the Focus program as "a golden opportunity:"

> They [the Job Club coaches] gave me encouragement when no one else did. They gave me a smile or a hug when it meant a lot. My self-esteem was way down. You feel there is no place in the world for you. They [the coaches], help us, guide us, and held our hands. I never thought my life would go like this. I just kept sinking.

As complimentary as she was of the Job Club, she was equally critical of women:

> Who have so many children, another baby, another baby, any number of children, just to stay on welfare. They know the ins and outs of welfare. [There should be] no excuses. They should be in the program. I know a woman who has seven kids and a boyfriend living with her. She gets $600 per month. Both are habitual drunkards who don't have to work. Everyone should have to participate.

Her comments underscore the need for all who are required to participate in JOBS to be identified, enrolled, assigned to components, if judged capable, and monitored. Nothing is more aggravating to those clients who fulfill their responsibilities than to know that there are others who should be participating who are evading the program's requirements.

In no other component is the need to ensure compliance more pressing than in CWEP. When Trumbull County was visited, the CDHS had CWEP contracts with 81 agencies and almost all had clients assigned. In the month prior to the visit, CWEP clients were scheduled to work 16,170 hours, and 7,557 (47 percent) of these hours were actually worked. Obviously, tracking the clients who do not work their hours, determining if good cause exists, initiating intentions to sanctions, and communicating with IM represent a major portion of the case managers' work load. With new clients continually scheduled to be interviewed and assigned to components, there is the danger that the monitoring functions will not receive the time they require.

At the CWEP site that was visited, 20 clients were assigned and 8 were reporting regularly. The supervisor indicates on each client's monthly schedule the hours worked and returns it to the CDHS. When asked if those he reported as not working the entire month were dropped from subsequent schedules, his answer was "sometimes." The eight who report as scheduled perform cleaning and maintenance in a community center and in the park where the center is located. The supervisor described those who report as "dependable, excellent workers." He had no regular employees, and "I couldn't run this place without them." The township is trying to pass a tax levy for operation of the community center and if it is successful, the supervisor hopes to hire some of the CWEP workers.

Two CWEP clients were interviewed, both of whom were ADC-U males. Both had worked previous CWEP assignments for the township's road department and they preferred working at the community center. One described the work as, "Maintaining the building and the lawn, painting, setting up for programs, getting rooms in shape, always something." He said he felt much better about himself since he was working at the center: "I don't feel like I'm sponging. I feel energetic. If somebody asks what I do, I tell them I work at the community center." His supervisor reported that his wife had said, "There is a world of difference in him."

Both clients were asked if they had discussed other possible assignments with Focus staff. One said rather sadly: "This is the best for me because I have a problem. I can't read or write. I just can't." He said he had been through many programs, including individual tutoring, but he could just not learn. The other client's answer was rather confusing. He claimed he would like to get a GED and had told his interviewer he was willing to go to classes but there was no follow up. He added that the Focus program now had him listed as a high school graduate.

When Trumbull was visited, the Focus program had only one SEP placement under contract. Since SEP contracts can only be written for new positions, the county was attempting to work more closely with JTPA to arrange for on-the-job training. With the shift to case management, two staff had been assigned to work as job/site developers. They visit both employers and education providers to identify job and training opportunities.

They also act as trouble-shooters for sites that are having problems and process the reports on clients assigned to E&T.

The one active SEP employer was visited. This was a small firm selling specialized equipment for a type of service industry. The firm had become aware of SEP contracts because the wife of one of its employees works at the CDHS. She was familiar with the client who was hired because he had done some work for her. The firm paid the client $5.00 per hour of which $2.25 was subsidized by the grant diversion. The owner reported no problems with the worker or the administration of the program. The individual was a good worker, reliable and conscientious. It did not require much paperwork to set up the SEP contract and there had been no delays in receiving the subsidy.

The worker was less satisfied with the job, primarily because it offered no health insurance and in three months his extended medical coverage would end. He preferred to be working rather than going to school, but needed the medical card in a low wage job which offered no insurance. He said his wife worked and could buy medical insurance, but it would cost "$50.00 something each week," a cost that was clearly out of the question. In response to a question on how the JOBS program could be improved, he replied:

> Provide medical insurance. What do you do when the medical card stops? I know lots of people who are going to GED. They are just doing it to stay on welfare. They have no desire to do anything else because of the [medical] insurance.

The unsubsidized employer visited in Trumbull County was the CDHS, itself. The supervisor who was interviewed had hired three former CWEP workers into regular jobs that paid $6.00 per hour. All three are still with the CDHS. The supervisor works with the case managers so that she receives CWEP workers who are a good match with the job requirements. The CWEP experience gives the clients a chance to adjust to the work environment and gives the supervisor a chance to observe their job performance. Those she has hired have worked out very well.

The former client who was interviewed was featured in the orientation videotape. She was an older woman who had been a housewife for many years and had little labor force experience. She said that when she was originally contacted for her assessment interview she was very frightened. She cried all the way to the interview and back. She was initially assigned to a displaced homemaker program that helped her to realize, "I wasn't as stupid as I thought I was. My husband had always told me I was stupid and I came to believe him." After the displaced homemaker program, she was assigned to Job Club where she learned of different classes available through the PIC. This led to secretarial and word processing training. When she completed the training, she could not find a job and was assigned to CWEP at the CDHS. She took the civil service test, passed it, and was hired first as a temporary worker and later as a regular employee. She credits the Focus program for "everything." "Everybody is really great. They are exceptionally nice people in Focus."

Impressions

Trumbull is the first of the demonstration counties with fairly large case loads to move to the case management approach. Its experience with this approach should be monitored to determine if it leads to higher rates of compliance after clients are assigned to components. As has been noted in several of these county summaries, tracking and monitoring of clients after assignment appear to be the major operational problems currently facing the more populated counties. The CWEP monitoring system in Trumbull is among the best in the demonstration counties. The proportion of hours worked, however, is slightly less than half of those scheduled. This suggests a need for more consistent notification of those who are not completing their assignments to warn them of potential adverse action.

Coordination with JTPA appears to be improving in Trumbull which is contrary to the trend in some counties. The two agencies have found some ways to work together and are seeking other possibilities, especially with on-the-job training. This is in contrast to counties where the two were initially forced to coordinate, usually by their county commissioners, and now have fewer joint efforts.

The ABE/GED provider that was contacted reported more reluctant and troublesome students than in other counties. The number of such students appears to arise, at least in part, from the greater number of class hours offered at the site that was visited. Most ABE/GED classes are offered only two hours a day, two days a week. The class that was visited operates five hours a day, four days a week, and Focus requires its clients to attend all the hours required by the amount of their cash assistance that classes are available. Students attending this many hours may be more likely to become disruptive. The students interviewed at this class provided such good examples of the diversity that the JOBS program must deal with that they were discussed in Part I which synthesizes the findings across the counties.

WYANDOT COUNTY[1]

Wyandot is a small, rural county in the northwest part of the state. Of the 15 demonstration counties, Wyandot has the smallest population (22,254 in the 1990 census, a 1.8 percent decrease since 1980) and the fewest ADC cases (194 in June 1991, up from 178 in June 1990). Of the total number of ADC cases, 17 percent are ADC-U, down over 2 points from 19.7 in June 1990. Wyandot County has 8.7 ADC cases per 1,000 population, which ranks it fourteenth among the demonstration counties. This is a slight increase from the 1990 figure of 8.1 per 1,000. Its unemployment rate in 1990 was 6.7 percent; it increased to 9.2 percent in June 1991.

The JOBS program is part of IM and has four staff members, one of whom, although entirely paid for by JOBS, is shared with IM but handles only JOBS-related materials. One staff member serves as a CWEP work crew supervisor.

Assessment/Assignment

When a client applies for ADC, the IM worker prepares and processes a paper referral directly to JOBS. The client receives a packet of material about JOBS and signs a Rights and Responsibilities form. Clients referred to JOBS are notified by mail of their interview and assessment. Notification lead time of between 5 and 21 days were noted on the case records examined, with the majority being 15 or more days.

The JOBS administrator estimated that 50 percent of clients appear for assessment in response to their first notification, and another 38 percent appear in response to subsequent contacts. About 90 percent are assigned to a program component and approximately 25 percent of these individuals are sanctioned for not fulfilling requirements of the components to which they are assigned. About 40 percent leave ADC because they get jobs, including those who obtain low-paying jobs but still receive cash benefits. Another 10 to 15 percent leave the ADC rolls for other reasons.

Group informing and testing sessions usually are conducted two days a week. On the day these sessions were observed, a JOBS staff member rapidly read the rights and responsibilities and descriptions of components and grievance procedures to the five clients in attendance. This took about 16 minutes, and was followed by a 22-minute testing session that used the WRAT-2 test. About 20 people a week are scheduled with the assessment interviewer and another 20 to 25 people are seen on a walk-in basis. Clients are generally reassessed every six months with the exception of those enrolled in college, who are reassessed every nine to 12 months.

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[1] Site visits conducted February 9, 1989, February 14 and July 9, 1990, and June 25-26, 1991.

Four assessment interviews were observed; three reassessments and one initial assessment. The initial assessment interview, which took 10 minutes, was with a male, "Al," who had been receiving GA; his wife and her four children from a previous marriage were receiving ADC. A son from Al's previous marriage was coming to live with them for an indeterminate period of time. Al is blind in one eye and owns a car but has no liability insurance. Although Al does not have a high school diploma, he has received training in heat treatment. He is currently working part-time as a roofer and is willing to continue that or accept heat treatment or factory work. Al, like 20 to 40 percent of ADC clients who lack a high school diploma, was assigned to one-on-one tutoring that would prepare him to work toward a GED in a classroom setting. The interviewer believes that his academic skills will improve but doubts that he will achieve a GED because his current skills are at such a low level.

"Jerry" was a reassessment, in for his third interview. Jerry is on parole and is currently assigned to a CWEP site at a county home for the elderly. He enjoys the assignment. Jerry does have transportation (a 10-year-old car) and has been looking for jobs on his own. He would like a factory job but lacks a high-school diploma, so he is being assigned to the Education and Training component in addition to his CWEP assignment. Jerry really does not want to work for a GED but the interviewer believes he will attend the classes and, eventually, obtain a GED.

"Lena" has been enrolled in a secretarial program for one year, even though her youngest child was under the mandatory participation age. The assessment interviewer foresees no obstacles that would prevent Lena from completing the next year of her program.

"Bev" left school when she was 16 to get married; at that time, she had completed the seventh grade and done some work in eighth grade. Bev is still married; however, her husband is in prison and Bev is in the process of a divorce. Bev is currently classified as having a medical limitation stemming from an automobile accident in which four discs in her back were "smashed." This prohibits strenuous activity. Unfortunately, the only work preference Bev has is to be a housekeeper in a nursing home or motel. Until Bev's doctor determines the long-term effects of her injury, Bev is assigned to Education and Training to work on a GED. In the interviewer's opinion, it is likely that Bev is not capable of earning a GED.

Education level and barriers to employment were the main areas of information pursued during the interviews. The client on parole faces the major stigma of a criminal record, which will be difficult to overcome. The JOBS administrator estimated that about 10 percent of all clients assessed are judged to be not job ready. Persons falling into this category generally have physical or psychological problems.

Program Components

Job Club is conducted by the local PIC. Currently, a new Job Club begins every two to three months, but JOBS would like one to start every six weeks. Three to six clients are usually assigned to each Job Club; two to five actually report. An incentive payment schedule is used: $100 for every client enrolled, $250 for every client who completes, and $200 for every client who obtains unsubsidized employment, for a possible maximum of $550 per client. A classroom segment of Job Club runs two and one-half hours per day, four days a week, for four weeks. This is followed by a two-week segment of job marketing. The Job Club instructor indicated that the clients appear to enjoy being in a the club; they arrive early and most who begin the component, complete it. Clients are encouraged by the PIC to continue to use their services after the Club in which they were enrolled is over, even though the clients are enrolled in another component if they have not been able to secure employment.

Job Club is contracted to the local PIC to avoid duplication of services. However, there appears to be an unfortunate philosophy clash that may be inherent in the way in which success is measured in the two programs. JOBS does not believe that everyone who does not obtain employment immediately after Job Club should enter postsecondary education. However, the statistics by which a PIC is judged are favorable if, after completing Job Club but not obtaining employment, a client enrolls in postsecondary education. JOBS would like to go to a non-financial cooperative agreement in which JOBS would provide supportive services, such as daycare, transportation money, tools, or uniforms, in return for Job Club activities. It had not been implemented at the time of the interview.

The ABE provider interviewed in Wyandot County was the Upper Sandusky Public Schools. At the time of the interview, a total of 15 ADC and GA students were enrolled in ABE classes, eight to nine during the day and six to seven in the evening classes. All 15 students were working toward their GED and appeared to be capable of achieving that goal. The common obstacle faced by these clients was a lack of self-confidence. Although very few clients drop out, those who do are those who do not see the need for a GED. When clients assigned do not attend, the JOBS administrator is called and notified in addition to being reported on an attendance sheet that is turned in monthly. JOBS students are reported as not creating problems in classes.

The PIC in Upper Sandusky provides ABE classes but has a limited schedule of times available. The PIC is also the only local site that offers the GED test. The next closest site is a one-half hour drive away. Unfortunately, the PIC is reported as being generally uncooperative; it does not invite the other ABE service providers, including those working JOBS clients, to send students for testing.

The ABE provider interviewed believes that the program is beneficial to ADC and GA recipients; many have received their GED. Further, it is the opinion of the ABE provider that many of the people sent by JOBS would not have enrolled and attended if not required to do so. The ABE provider is glad that the JOBS program is strict about attendance and believes that the JOBS administrator tries to do what is best for the clients. As is true with many of the ABE providers interviewed in the 15 demonstration counties, financial resources are scarce. More books are needed.

The JOBS administrator used CWEP in two ways: first, to determine if ADC recipients are sufficiently responsible to deserve an opportunity to participate in the E&T component, and, second, to provide work history and an opportunity to learn good work habits and gain skills. The county had contracts with 20 work sites, 16 of which had ADC recipients assigned at the time of the site visit. Approximately 75 percent of recipients assigned to CWEP sites report to their sites.

Two CWEP supervisors were interviewed, both of whom are employed by the CDHS. One individual supervises an account clerk at the CDHS and the other supervises a work crew of five or six clients who perform remodeling, landscaping, and painting tasks. Any screening of clients that is done is conducted by the JOBS administrator prior to placement at the site. Both supervisors report absences to the JOBS administrator. The amount of supervision required varies a great deal; it is dependent upon the amount of experience and knowledge each client brings to the CWEP site.

The account clerk's supervisor reports no complaints that the client is taking away a job from a regular employee because there is no money to hire an individual. The work crew supervisor received some complaints initially but not recently. In general, the CWEP supervisors believe that the CWEP component is a useful way to help clients enter or re-enter the work force. Not surprisingly, those who benefit the most are those who have a positive attitude toward work.

The interaction with outside agencies (such as the PIC, the Literacy Council, ABE provider, and mental health and substance abuse agencies) is reported as cooperative and non-duplicative from the point of view of the CDHS. Wyandot is part of a four-county SDA that also includes Marion, Crawford, and Hancock counties. The PIC's Wyandot County training center, in addition to Job Club referrals, receives referrals for OJT. Communication between the PIC and JOBS is reported by all parties to be frequent and cordial.

Impressions

In this county, more than in any other, despite the formal cordiality between the two programs, JTPA was openly critical of the JOBS rules and regulations. Citing the JOBS rules as punitive, the JTPA training center's administrator stated that the JOBS standards for excused absences, which are different than those of JTPA, "interfere with the relationship PIC is building with the client." She was not only critical of JOBS rules and regulations regarding absences, she was also critical of what she deemed an "inconsistency [absence] of rule enforcement." Observations and interviews at the CDHS did not suggest such inconsistency.

The JOBS program was legislatively attached to the ADC program because recipients of this aid are the target population to be served and specific accountability measures were desired. Further, additional monies to fund component services intentionally were not provided because existing federal programs were already funded to provide those services. The dissatisfaction of the JTPA representative with the current arrangement appears to arise from differences in evaluation measures and, perhaps, a desire to control funding rather than because those responsible for the two programs in Wyandot have not attempted to work together.

Nevertheless, the incentives legislated into the JOBS program to encourage client participation are viewed by the local PIC as punitive and negative. Further, PIC views itself as being capable of directly providing all component services that JOBS provides through referrals. The inference is that JOBS is just the middleman and, therefore, should be removed from the process so that the PIC would be free to run JOBS, presumably under rules it deems appropriate.

Within the JOBS program itself, dissatisfaction was expressed with allowing clients to sign a letter of compliance to negate the first sanction imposed for noncompliance without good cause. One of the causes of dissatisfaction stems from the amount of time it takes staff to process the paperwork required to impose a sanction and then lift a sanction. Another dissatisfaction stems from the belief that the penalties for noncompliance should be more like those that would be imposed in the work place.

Although CRIS-E is viewed as potentially a very helpful and time-saving tool, the current unreliability of the CRIS-E system was mentioned as a problem.